MADURAI KAMARAJ UNIVERSITY
(University with Potential for Excellence)
DISTANCE EDUCATION

M.A.,

First Year

Public Administration

ADMINISTRATIVE ORGANIZATION AND MANAGEMENT

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P U B L I C A D M I N I S T R A T I O N

M.A., FIRST YEAR

Branch II (D)

ADMINISTRATIVE ORGANIZATION AND MANAGEMENT

MADURAI KAMARAJ UNIVERSITY
PALKALAI NAGAR, MADURAI – 625 021.

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WELCOME

Dear Students,

We are happy to welcome you to this Post Graduate Course in Public Administration. It is no exaggeration that Public Administration touches all aspects of human life. So the study of Public Administration is vital. It enables us to know the problems and technicalities of Administration. One of the papers for M.A., Public Administration is Administrative or and Management. It gives a comprehensive picture of the whole administration.

For the sake of your convenience, the subject is divided into 10 units covering all the topics prescribed in the syllabus based on SIM pattern. Moreover, the Contact Seminar will help you to understand the subject and clear your doubts.

With Best Wishes

Department of Public Administration

Syllabus

ADMINISTRATIVE ORGANIZATION AND MANAGEMENT

Unit I : Meaning of Public Administration-The Concept and Nature of Public Administration-Scope of Public Administration- Significance of Public Administration.

Unit II : Approaches-Classification of Approaches-Public and Private Administration-Politics and Public Administration-Administrative accountability-Forms of Accountability-Administrative Responsibility-Legislative control of Administration-Executive Control of Administration- Judicial Control of Administration -Popular Control.

Unit III: Organization-Approaches to the study of organization -Theories of Organization-Scientific Management Theory-Classic Theory-Human relations theory - Bureaucratic Theory, Theory of Authority - Systems Theory - Concepts of General Systems Theory-Principles or Organization -Hierarchy or the Scalar Process -Span of Control-Integration Vs Disintegration-Unity of Command, Centralization.

Unit IV: Ministry of Finance-Department of Revenue, Department of Expenditure, Department of Economic Affairs- Department of Banking, Public Corporation-The Constitution and Functions of the Damodar Valley Corporation-Management of Public enterprises-Independent Regulatory Commissions-Bases of organization-Functional Principle.

Unit V: Line agencies-Types of Line Agencies-Staff Agencies, Distinction between Line and Staff, Line and Staff conflicts, Auxiliary Agencies, Distinction between Auxiliary and Line, Important Auxiliary agencies of the Government of India are, The Chief Executive, Types of Chief Executive-Functions and powers of the Chief Executive.

Unit VI : Field Organization-Patterns of field organization, Centralization Vs Decentralization in field organization-Organizational Climate-How to measure organizational climate?, Importance of Organizational Climate, Theories of organizational behaviour, The Autocratic Model, Custodial Model.

Unit VII : Management-Introduction, Meaning and Nature of Management-Types of Management-Leadership-Power, Authority, Types of Leadership, Theories of Leadership-Trait Theories, Socio metric Theory, Situational Theories, General Interaction Theory, Idiosyncrasy Credit Theory, Leadership Functions, Qualities of a leader

Unit VIII : Policy – Making- The Legislature, The Executive-The Judiciary, Political Parties, Pressure groups, Individual Citizens, Basis of Policy – Making, Internal Sources

External Sources, Special investigations, Research and study, Policy-making in India, Cabinet Secretariat and Prime Minister's Office, Recent Policies of Central and State Government- Decision – Making, Introduction, Types of Management Decisions, Personal and Organizational Decisions-Publicity of Decisions, The decision-making theory, Criticisms.

Unit IX : Planning, Types of Planning-Planning in India-The functions of the Planning Commission, Organization of the Planning Commission, Internal Organization of the Planning Commission - The National Development Council - Five Year Plans, Co-ordination - Types of co-ordination, Methods of Co-ordination-Delegation-Need for Delegation-General Principles of Delegation, Limitations of Delegations.

Unit X : Communication-Meaning and definitions, Characteristics-Features-Process-Patterns- Network-Types of Communication-Classification of Communication-Media of Communication, Barriers to Communication, Effective Communication,

Supervision-The nature and scope of supervision-Public Relations- Legislative-Relations, Press Relations.

Books for Reference

Rumki Basu	-	Public Administration – An Introduction to concept and Theories
Avasthi And Maheswari	-	Public Administration
Koontz & O' Donnel	-	Essentials of Management
Prasad L.M.	-	Principles and Practice of Management
Albert K.Wickesberg	-	Management Organization
Sharma .R.A	-	Organizational Theory and Behaviour
Maheswari .S.R	-	Public Administration

M.A. PUBLIC ADMINISTRATION

FIRST YEAR

ADMINISTRATIVE ORGANIZATION AND MANAGEMENT

Scheme of Lesson

Sl.No.	Title
I	Meaning, Nature Scope and Significance of Public Administration
II	Approaches to The Study of Public Administration Concept, Theories and Principles of Organizations
III	Kinds of Organization – Ministry of Finance –
IV	Public Corporation
V	Structure of Organization – Line and staff Agencies – The chief executive
VI	Administrative Organization - Field Organization and Organizational Climate
VII	Administrative Behaviour – Management, Leadership
VIII	Organizational Behaviour – Policy-Making, Decision-Making
IX	Administrative Behaviour – Planning, Coordination
X	Administrative Behaviour - Communication, Supervision and Public Relations

Unit - 1

MEANING, NATURE SCOPE AND SIGNIFICANCE OF PUBLIC ADMINISTRATION

INTRODUCTION

As an aspect of Government activity, Public administration has co-existed in every political system as the action part of Government for the fulfillment of the objectives set by the political decision-makers. As a field of systematic study, Public administration cannot claim a long history. In the eighteenth century, the German scholars in Western Europe felt interested in this branch of academic inquiry. In the wake of the industrial revolution and the subsequent rise of the modern welfare states and the multiplication of state functions, Public administration became highly complex and more and more specialized.

OBJECTIVES

To understand the meaning of Public Administration.

To know the nature of management and Administration.

To view the scope of Public Administration.

To analyze the significance of Public Administration.

UNIT STRUCTURE

Introduction

Meaning of Public Administration

The Concept and Nature of Public Administration

Administration, Organization and Management

Scope of Public Administration

The subject matter view

Scope

Significance of Public Administration

Summary

Keywords

Answer for CYP Questions

Books for further reading.

Questions/Exercises

1.1 Introduction

The practitioners and academicians stressed the need for better management of public affairs through scientific investigations into Government working and training of public employers. The need was more keenly felt in the United States of America. Woodrow Wilson's essay *The Study of Administration* published in 1887 marked the starting point of a fairly autonomous field of academic inquiry. According to him, "There should be a science of administration which shall seek to straighten the paths of Government, to make its business less unbusiness like, to strengthen and purify its organization, and to crown its duties with dutifulness".

As an aspect of this more generic concept, Public administration is that species of administration which operates within a specific political setting. The purpose of Public administration has been completely reoriented, its functions have enormously increased in number, variety and complexity, and its methodology has grown from the trial-and-error stage into an orderly discipline with an organized, ever-increasing body of knowledge and experience.

1.2 Meaning of Public Administration

Check Your Progress Questions

1) What is Administration?
2) Define the meaning of Public Administration

Public administration is an aspect of a more generic concept of administration. Therefore, before understanding the meaning of public administration, it is necessary to understand the meaning of the word 'administration'. The English word 'administer' is derived from a combination of two Latin words *ad* and *ministrare* meaning 'to serve' or 'to manage'. Literally, the term 'administration' means management of affairs – public or private. It seems pertinent to understand the meaning of the terms "Public" and "administration" separately.

In this the word 'Public' stands for the people of a definite territory. And the will of the people of a state is represented by the government. When the act of administration is performed by the government it is called 'public administration'.

In simple language administration means the 'management of affairs' or looking after the people. This is the process of management which is practised by all kinds of Organization from the household to the most complex system of government. To achieve the common goal two or more activities will be involved. Herbert Simon says "Administration can be defined as the activities to groups co-operating to accomplish common goals". According to J.M.Pffifner

"Administration is the organization and direction of human and material resources to achieve desired ends". In total, administration means proper organization of men and material in pursuit of desired ends.

According to M.P. Sharma "in common parlance the word administration appears to bear at least four different meanings according to the context in which it is used, namely 1) a synonym of the word "Cabinet", for e.g. when we say that the first Nehru administration included the leaders of all the major political parties in India. 2) The name of branch of intellectual discipline. Public Administration is one of the social sciences. 3) The sum total of the acitivites undertaken to implement public policy to produce services or goods. e.g. Indian Administration. 4) The lack of skill in management e.g. when we say that so and so has no aptitude for administration". These four meanings differ from one another so widely that it is difficult to confine them into a single definition of administration.

1.3 The Concept and Nature of Public Administration

Among the four meanings given above, the first one is unimportant for our purpose. The administration means acitivites, branch of learning which constitutes the subject matter or content of study. What activity or activities comprise the administration is the question?

According to prominent writers administration is the sum total of the whole complex of activities includes manual, clerical, technical and managerial activities, which are undertaken to achieve the objectives and goal that is the implementation of the policy or policies in a given field. Some thinkers have broader view some have a narrower view of public administration. For example L.D.White said that Public Policy implementation is the function of public administration. Pfiffner says that Public Administration play the coordinating role of administration. There are other thinkers who emphasize upon the administrative function of implementing the law of the country.

Check Your Progress Questions

3) Define Public Administration.

4) Explain the Nature of Public Administration

The other school of thought says that administration is not the sum-total of the activities undertaken in pursuance of a purpose but just one of the concerned with management, which controls the rest of them as parts of a co-ordinated endeavour. D.Waldo said that public administration is "the art and science of management as applied to the affairs of State". According to Dimock "Public Administration is the fulfillment or enforcement of public policy as declared by competent authorities. It deals with the problems and powers, the organization and techniques of management involved in carrying out the laws and policies

formulated by the policy-making agencies of government." This shad of wearing of administration is enshrined in the word 'administrator' who is supposed to be functionary in charge of management functions.

The above two views of administration are called the 'integral view' and the 'managerial view'. The difference between the two is fundamental. Integral administration includes all the personnel in the administration to achieve the various common purposes. It also differs from one field to another according to subject matter. On the other hand the superior and supervisory personnel with management functions would be considered. Administration would itself mean management techniques and method such as planning, organization, co-ordination, direction, financial control and so on.

We have already seen that L.D. White belongs to the management school of thought which holds the integral view. He said that administration is related with 'what' and 'how' of the government. 'what' is the subject matter, 'How' is the techniques of management, the principles according to which co-operative programmes are carried out success. According to Percy Macqueen "Public Administration is the study of men, materials and methods. Public Administration is administration related to the operations of government whether central or local".

All definitions make it clear that public administration is really government in action. It is concerned with operative and executive part of the Government. In other words it is concerned with the implementation part of the government. Public Administration comprises systematic execution of the will of the people, which has been discovered, formulated and expressed in the form of laws by the legislature. Public Administration is a new political machinery of the government, carrying its work for the welfare of the people. Public Administration has to do with the people and not with things.

Check Your Progress Questions

5) What is Management?
6) Explain the term organization

1.3.1 Administration, Organization and Management

All these three words administration, organization and management are used interchangeably. But there is distinction between these words in their meaning. This distinction was made by William Schutze. He says "Administration is the force which lays down the object for which an organisation and its management are to strive and the broad polices under which they are to operate. An Organisation is a combination of the necessary human beings, materials, tools, equipment and working space. Organization is brought together in systematic and

effective co-relations of individuals to accomplish some desired object. Management is that which leads, guides and directs an organisation for the accomplishment of a pre-determined object".

1.4. Scope of Public Administration

There are different views about the scope of Public Administration. One is POSDCORB view and the other is subject matter view.

Luther Gulick was the exponent of the POSDCORB view. He explained that administration consists of seven elements. They are following:

1. **Planning :** It is working out in broader outline, the things to be done in organisation. To accomplish the purpose, the methods to be adopted.
2. **Organizing :** The establishment of formal structure of authority, which helps sub-divisions and co-ordinates the work.
3. **Staffing :** This covers the whole personnel function, selection, training, maintaining the staff.
4. **Directing :** This is the continuous task of making decisions and embodying them in specific and general orders and instructions and to serve as the leader of the enterprise.
5. **Co-ordination :** All the important duty of interrelating the various parts of the work.
6. **Reporting :** It means passing on the information to those to whom the executive is responsible. This is done through records, research and inspection.
7. **Budgeting :** This means fiscal planning, accounting and control.

1.4.1 The subject matter view

In the beginning POSDCORB view was accepted, but in course of time, opinion arose against this view. It was said that POSDCORB activities or techniques can neither be the whole of public administration nor even the significant part of it. All the administrative agencies cannot face similar problems. This POSDCORB overlooks the fact that different administrative agencies are faced with different problems.

Check Your Progress Questions

7) Explain the term POSDCORB.
8) Explain the scope of Public Administration

The POSDCORB represents the tools of administration, whereas the substance of administration is something different. The Administration includes number of functions defence, heath, agriculture, education, social security. Each administrative agency has its own 'local POSDCORB' because of the subject matter with which it is concerned.

The POSDCORB view is 'technique-oriented' rather than 'subject – oriented'. It ignores the essential element involved in public administration. In other words it ignores the 'knowledge of the subject matter. The subject-oriented view of the scope of public administration arose. It stressed the importance on the services rendered and functions performed by an administrative agency. To conclude Lewin Merriam said "Public Administration is an instrument with two blades like a pair of scissors. One blade may be a knowledge of field. Covered by POSDCORB, the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool."

Public Administration is getting tremendous importance in the modern era, this is particularly because of the expansion of state activities. There is the emergence of the concept of Welfare State. It is no more mere Police State. It is not a laissez – faire state also.

Some of the following definitions show that its significance has greatly increased.

Henry Fayol "The administrative process is universal".

Felix A. Nigro "The real core of administration is the basic service which is performed for the public". Herman Finer: The state is everywhere it leaves hardly a gap". M.E.Dimock "Administration is now so vast an area that a philosophy of administration comes close to being a philosophy of life".

1.4.2 Scope

Amita Singh, in his book "PUBLIC ADMINISTRATION: Roots and Wings" has described that the subject was divided into the following specific heads:

1. *As an instrument of governance:* Public administration is central to government business. From policy formulation to planning and programme implementation it remains the major force for regulating the state. Its omnipotence of power can be a major threat to individual liberties. Therefore as Gerald Caidens remarks, (1971: 26) 'Ceaseless vigilance is necessary to prevent political usurpation, abuse of discretionary power and maladministration. Therefore the knowledge of the political process, administrative procedures and structures has become indispensable for the complicated socio-economic lives of today. Also the big budget and big government of today is always

in the danger of becoming an urbridled leviathan unless citizens learn to participate and control its multifarious activities. The best balance between accountability and autonomy can be obtained through the knowledge of public administration.

2. *As an agent of change:* The theory and practice of the discipline has developed in contrast to the traditional public administration, which was parochial, or culture bound. The discovery of the new world on the southern side of the globe after the Second World War opened up studies into comparative literature and developmental issues. The stimulating studies of Riggs, LaPalombara, Lucian Pye, Almond and Powell on developmental issues of the Third World process of modernization, policy process and people's participation. The massive developmental drive in the Third World led to implementing poverty reducitn programmes, employment assurance schemes, rehabilitation, and electrification of remote alienated villages, road construction and all colonial backwardness both in physical and attitudinal spheres.
3. *As a regular of globalization:* In decades of eighties United Nations and World Bank focused on public administration so that the economic transformation of the world from GATT (Global Agreement on Trade and Tariff) to WTO (World Trade Organization) could be brought about. Capacity building exercised in public administration was undertaken to adapt to globalizing world. The absence of good administration would have made a mockery of new trade regime, new responsibilities such as implementing trade and tariff laws, expanding port facilities, preventing spurious trade, regulating inter-state commerce, preventing smuggling, cleaning corruption and providing infrastructural facilities. It is worth mentioning here that several developing nations including India has lost to read the benefits of globalization because of their lack of sincerity in capacity building exercised in public administration.
4. *As an academic discipline:* In USA, the Civil Service Act or the Pendleton Act of 1883 had initiated the professional research into public administration yet the academic programmes in Universities came during the time of the New Deal Policy. From the early 1930s to the present decade the university programmes in public administration have increased from just 30 to nearly 200. The landmark development was the founding

of Public Administration Review (PAR) in 1938 from the Maxwell School of Citizenship and Public Affairs in Syracuse University. In 1939, American Society for Public Administration (ASPA) was established which took over the publication of PAR. The standardization of teaching and training norms in Master degree programmes and public service respectively has been taking place since 1973 under the auspices of National Association of Schools of Public Affairs and Administration (NASPAA).

1.5 Significance of Public Administration

Public administration has become an essential segment of modern society which has witnessed the emergence of what is called by administrative thinkers as 'Administrative State'. This means that eveyr activity of individuals from 'Womb to tomb' is regulated and controlled by the State agencies, that is, administrative agencies.

The statements of eminent writers clearly reflect the significance of public administration.

Henry Fayol : "The administrative process is universal".

Paul Pigors : "The main purpose of administration is to preserve the status quo in society. It (Administration) ensures the continuance of the existing order with a minimum of effort and risk. Its fundamental aim is to 'carry on' rather than to venture new and untried paths. Administrators are essentially the guardians of traditions."

Check Your Progress Questions

9) Write a short note on significance of Public Administration

Brooke Adams: "Administration is an important human faculty because its chief function is to facilitate social change and cushion the stock of social revolution".

C. Merriam: "Administration is the evolution of another human technology leading to man's adaptation to his complex environment."

C.A. Beard: "Administration is the science of contemporary civilization. There is no subject more important than this subject of administration. The future of civilized government and even, I think, of civilization itself rests upon our ability to develop a science and a philosophy and a practice of administration competent to discharge of function of civilized society."

M.E. Dimock: "Administration is now so vast an area that a philosophy of administration comes close to being a philosophy of life."

Ordway Tead: "Administration is a moral act and administrator is a moral agent. In an almost literal sense, most of us, certainly in urban life, live and move and

have our being either administering or being administered, or atleast as the beneficiaries of administration."

D. Waldo: "Public administration is a part of the cultural complex, and it is not only acted upon, but also acts. It is indeed a great creative force with man's welfare as its ideal."

Paul H. Appleby: "Administration is the basis of government. No government can exist without administration. Without administration government would be a discussion club, if indeed, it could exist at all."

Felix A. Nigro: "The real core of administration is the basic service which is performed for the public".

H. Finer: "The state is everywhere; it leaves hardly a gap."

1.5.1 Role of Public Administration

1) The role and importance of public administration can be anlaysed as follows:
2) It is the basis of government whether in monarchy or in democracy or in communist country like China or in capitalist country, and so on.
3) It is the instrument for executing the laws, policies and programmes formulated by the state.
4) It is an instrument of social change and economic development especially in the 'Third World' (i.e., developing countries), which are engaged in the process of social-welding and nation-building.
5) It is an instrument of national integration particularly in the developing countries which are facing the challenges of sub-nationalism, secessionism, classwars, and so on.
6) It is the instrument of the state for providing to the people, various kinds of services like educational, health, transportation, and so on.
7) It is great stabilizing force in the society as it provides continuity when government changes either due to revolutions or elections or coups.

Gerald Caiden in his popular book *The Dynamics of Public Administration says that the public administration* has assumed the following crucial roles in contemporary modern society.

(a) Preservation of the polity
(b) Maintenance of stability and order
(c) Institutionalization of socio-economic changes
(d) Management of large scale commercial services

(e) Ensuring growth and economic development

(f) Protection of the weaker sections of society

(g) Formation of public opinion

(h) Influencing public policies and political trends.

1.5.2 Growing Importance

Traditionally, the role of public administration in the society has been limited. But in contemporary society, its role has increased manifold. The following factors have contributed to this phenomenon:

(i) The scientific and technological developments have led to 'big government' which implies vast increase in the scope of the activities of public administration.

(ii) The Industrial Revolution which gave rise to socio-economic problems forcing the government to take up new responsibilities.

(iii) The emergence of 'welfare state' replacing 'police state' (i.e. a negative state based on the philosophy of laissez faire). A welfare state is a positive state which is committed to the welfare of the people. Roscoe Pound calls the welfare state as 'service state'.

(iv) The adoption of economic planning by the modern governments to achieve goals of welfare state has increased the scope of the role of public administration.

(v) The population explosion has created various socio-economic problems like growth of slums, food shortage, transportation problem, and so on, which have to be dealt by the public administration.

(vi) The nature of modern welfare has increased the responsibilities and activities of public administration in terms of mobilization of necessary human and material resources.

(vii) The increase in the natural calamities like floods, droughts, earthquakes, due to excessive environmental degradation has enhanced the functions of public administration as it has to handle the rescue operations.

(viii) The decline in social harmony and increase in violence due to class conflicts, communal riots, ethnic wars, and so on, have increased the importance of public administration in terms of crisis management.

However, an increase in the variety number and complexity of functions performed by the modern welfare state has resulted in an administrative lag. It means the existence of serious imbalance between aspirations and performance.

This implies gap between the needs to be met and the adequacy of the administrative machinery to fulfill them. This requires what is known as administrative development that is, strengthening the capacity and capability of the administrative system through structural, procedural and behavioural changes.

Moreover, a trend which is noticed in the recent times is that of 'privatisation'. This has decreased the scope of economic functions of the state.

1.6 Summary

This unit provides to understand the basics of Public Administration particularly meaning of Public Administration, nature, scope and significance of Public Administration. And also to know the distinction between management and Administration, organization. Therefore, Public Administration today is not only a protector of its citizens from external danger or internal disorders, but the has become our educator, manufacturer, distributor, helper and servant is different directions. Thus, our welfare as well as our progress depends mainly upon the standard of efficiency of organization and management in Government. According to Prof.W.B.Donham, "If our civilization fails it will be mainly because of a breakdown of Administration".

1.7. Keywords

Administration - POSDCORB – Organization – Behaviour – Management

1.8. Answer for CYP Questions

For Question No.1.	Refer Section No.1.2
For Question No.2.	Refer Section No.1.3
For Question No.3.	Refer Section No.1.3.1
For Question No.4.	Refer Section No.1.4.1
For Question No.5.	Refer Section No.1.2
For Question No.6.	Refer Section No.1.3
For Question No.7.	Refer Section No.1.3.1
For Question No.8.	Refer Section No.1.4
For Question No.9.	Refer Section No.1.5

1.9. Books for further reading

1. L.D.White, Introduction to Study of Public Administration,
2. M.P. Sharma and BC Sadana, Public Administration in Theory and Practice

1.10. Questions/Exercise

1) Explain the concept and importance of Public Administration.

2) Bringout the nature and scope of Public Administration.

Unit - 2

APPROACHES TO THE STUDY OF PUBLIC ADMINISTRATION

INTRODUCTION

There are a number of approaches, models and theories presently characterizing the subject area of Comparative Public Administration. Particularly after World War II, a number of approaches have emerged in comparative administrative analysis. Much of this effort is based on an adaptation of the developments in comparative anthropology, comparative sociology and comparative politics.

OBJECTIVES

To know the varies approaches to the study of Public Administration.

To understand the Private and Public Administration.

To review the Politics and Public Administration.

To analyze the significance of Public Political Administration.

UNIT STRUCTURE

Introduction

Philosophical approach

Historical Approach

Legal Approach

Institutional Approach

Behavioural Approach

Systems Approach

Structural Functional Approaches

Ecological Approach

Public Policy Approach

The Case Method Approach

Public and Private Administration

Similarities

Differences

Politics and Public Administration

- Distinction between Political and Administrative Officers
- Politics and Public Administration Dichotomy
  - Why separation is accepted?
  - Dichotomy abandoned

Administrative accountability

- Accountability
- Tools of Accountability
- Limitations of accountability

Forms of Accountability

- Representative Bureaucracy
- Public participation
- Positive Content
- Administrative reforms
- Innovative Practices

Administrative Responsibility

- **Legislative Control of Administration**
  - Budgetary Control
  - Control over Delegated Legislation
  - Debates and Discussions
  - Resolutions
  - Question Hour
  - Audit and Report
  - Control through Parliamentary Committees
- **Executive Control of Administration**
- **Judicial Control of Administration**
  - Judicial Review
  - Statutory Appeal
  - Suits against the government
  - Suits against Public Officials
  - Extraordinary remedies
    - Habeas Corpus
    - Mandamus
    - Prohibition
    - Certiorari
    - Quo Warranto

Popular Control

System of Election

System of Recall

Referendum and Initiative

Advisory and consultative committees

Pressure groups

Summary

Keywords

Answer for CYP Questions

Books for further reading

2.1 Introduction

Generally social sciences cannot be content with any single method of approach. They must pursue all possible methods. So we will discuss the approaches to the study of public administration

There are many approaches to the study of public administration. The normative approach concentrates on what pubic administration should be., whereas the empirical approach exposes descriptions and analyses of actual administrative situations. In the modern era public administration, the main approaches in the study of public administration are:

1. Philosophical approach
2. Historical approach
3. Legal approach
4. Institutional approach
5. Behavioural approach
6. Systems approach
7. Structural Functional approach
8. Ecological approach
9. Public Policy approach

Let us discuss these approaches one by one.

2.2.1 Philosophical approach

It is the oldest approach to the study public administration. The aim of this approach is to find out and enunciate the principles underlying the various aspects of administrative activities. This approach is found in Shantiparva of Mahabharata, in Plato's Republic, Hobbes 'Leviathan' and Locke's "Two treatises on civil government.

2.2.2 Historical Approach

The historical approach is essentially based on the belief that knowledge of history is absolutely essential for an in-depth study of any subject. For a proper understanding of the subject the study of public administration of the past in a particular period is necessary to link up with the present administrative systems. To understand the evolution of the administrative system in India, the characteristics of British Indian Administration and also the pre-British period have to be studied.

2.2.3 Legal Approach

Exponents of this approach would like to study public administration as part of law and concentrate on the formal legal structure and organisation of public bodies. It deals further with power – its structure and functions, its formal organisation of offices, official duties, limitations of powers and discretionary authority of administrator. The sources are constitutions, codes of law, office manuals of rules and regulations and judicial decisions. Germany, Belgium and France, have particularly applied the legal approach to the study of public administration. In these countries there are two principal divisions of law-constitutional and administrative. The constitutional law deals with the three main organizations of the government, their interrelation mainly concerned with the structure and functions of public bodies, department and authorities. For the understanding of the legal framework within which the administrative system has to operate its legal approach is useful in the formal forces operating in the organization.

Check Your Progress Questions

1. Explain the Philosophical approach
2. Discuss Institutional approach
3. Write a note on Legal Approach

2.2.4 Institutional Approach

This approach is to establish linkages between the study of public administration and the institutions of government. It approaches the study of administration through the study of the structure and functioning of separate institutions and organizations of the state – such as the executive, the legislature, the departments, government corporations, boards and commissions. This school defines the task of administration as non-political or technical which lay merely in the field of policy implementation. Scholars were mainly advocates of the politics – administration dichotomy and their efforts were channelised towards discovering principles of public administration. This is essentially descriptive though attempts have been made by some thinkers to combine normative elements also.

This approach considered the study of organizations, their principles, goals and structure as primary to the study of administration. History and law were the two main sources of the earlier studies. The problems of delegation, coordination, span of control and bureaucratic structure are analyzed by this school. The main limitations of these approaches were a total neglect of environmental and informal factors on administration.

According the Dwight Waldo, 1940 was the year that divided between old and new approaches to public administration. The new trends are the following:

1. A rejection of politics – administration dichotomy.
2. The idea of universally valid principles of administration was found to be largely invalid in diverse administrative environments.
3. The goals of administrative efficiency and economy were supplemented with new goals like social and economic progress.
4. With the advent of ex-colonial states on the administrative scene emphasis came to be laid more on comparative and ecological approaches to the study of administration.
5. Efforts were being made to study the problems of administration scientifically by adoption the latest techniques in management methods, and other mathematical tools of analysis.

2.2.5 Behavioural Approach

Modern behaviuralism, which, developed in the late 30's of this century, is mainly concerned with the scientific study of human behaviour in diverse social environments. It is protest against traditional, historical, normative and largely descriptive approaches in the social sciences. Behaviouralism as a district line of study started in the 1930's with the Human Relations Movement and was later developed by Chester Barnard, Herbert Simon, and others. Simon observed that "administrative behaviour" is a part of the behavioural sciences and the study of public administration should involve the study of individual and collective human behaviour in administrative situation.

Check Your Progress Questions

4) Analyze the Behavioural approach to the study of Public Administration

The behavioural approach in administrative studies has some salient features. They are

1. Its literature is descriptive, rather than perspective, with the studies on motivation being an exception.
2. Increased attention is paid to the individual based on more realistic research concerning motivation, decision – making processes and the nature of authority.
3. Stress is laid on informal relationships and communication patterns among members of an organization.
4. It emphasizes operation definition of terms and empirical study based on rigorous methods, such as field study, laboratory experiments or use of other statistical methods.
5. It is chiefly though not exclusively concerned with quantification, and formal theory construction.

6. It is interdisciplinary in character, and makes considerable use of propositions drawn form other social sciences.

The behaviouralists sought to adopt an integrated and interdisciplinary approach. This approach aims at substitution empirical and realistic judgements for the purely value oriented. It also emphasizes a scientific approach to the study of administrative problems and their solutions.

The scholars in the field of public administration have made "cross-structural, cross-cultural" studies on administration behaviour. Robert Presthus and Michael Crozier have conducted empirical studies on bureaucratic behaviour in different social and cultural perspectives. In India also a number of scholars have used behavioural techniques in research, like Pai Panandikar, Kuldeep Mathur, Ramashray Roy, Shanti Kothari, C.P. Bhambhri, etc., Contemporary research in administrative behaviour has been classified by Herbert Simon.

1. The study of bureaucracy (Robert Merton, Peter Balu and others using extending upon the Weberian Model);
2. Human relations pertaining to motivation and increasing job satisfaction (Chris Argyris, Warren Bennis and others);
3. Motivation studies using the Barnard-Simon Equilibrium Model; and
4. Decision-making studies emphasizing primarily cognitive processes and the rational components of administrative behaviour.

The behavioural approach has been criticized for being a limited utility in the analysis of all types of adminstriave phenomena.

The behavioural approach, therefore, appears to be of limited relevance in dealing with all types of administrative problems and their solution, since the complexity and variability of human nature, motivations and behaviour preclude the attainment of precision that is so characteristic of the physical sciences.

2.2.6 Systems Approach

The significant landmarks in the evolution of organization theory are the development of general systems concept for organizatoinal analysis. The term 'system' has been defined as a complex whole, a set of connected things or parts. According to this approach in organization analysis, an organization can be considered as a social system to be studied in its totality. There is a growing trend to place all types of organizations within the broad framework of general system theory. All human organizations are open sub-systems engaged in transaction within the large social system, that is, society. All sub-systems receive inputs in

the form of human and material resources from the larger systems, while giving out outputs in the form of products, services or rewards to its members as well as to the larger systems.

The chief contributor to systems analysis in organizational theory is Herbert Simon. His basic assumption is that the elements of organizational structure and function emanate from the characteristics of human problem-solving process and rational choice. The chief value of the systems approach lies in the systematic search for significant interactions while evaluating policies or actions of any organization.

C. West Churchman draws attention to five basic considerations in relation to the systems approach to management.

1. The total objectives of the system and the measure of system's performance.
2. The system's environment acting as a constraint.
3. The system's resources that are put to use in performance.
4. The system's components and its goals and activities.
5. The management of the system (the regulating and decision – making aspect)

The system's approach is to organizational analysis is now widely used.

2.2.7 Structural Functional Approaches

The structural functional approach as an analytical tool in the social sciences developed from the work of the anthropologist. The important followers of this approach are Gabriel Almond, David Apter, Talcott Parsons, Robert Merton and Fred Riggs. All social structures exist to perform certain functions. The structural functional frame work provides an important mechanism for the analysis of different social processes. In structural functionalism social structure is viewed as 'any pattern of behaviour which has become a standard feature of a social system'.

The structural functional categories presuppose a systems framework. Structurally bureaucracy is viewed as an administrative system possessing features such as hierarchy, specialization, system of rules and role specificity. The set of behavioural characteristics identified with bureaucracy are rationality, impersonality, rule orientation and neutrality. Notwithstanding the fact that structure and function are not uniform in all societies various scholars of this

approach have laid down what they consider certain necessary structural and functional prerequisites for the emergence of a society.

According to Riggs, there are five functional requisites of any society. These are economic, social, communicational, symbolic and political.

2.2.8 Ecological Approach

Various scholars and administrators have often referred to the need to relate public administration to the environment in which it functions. 'Ecology' refers to "the mutual relations, collectively, between organism and their environment". John Gaus, who first elaborated this approach in this Reflections of Public Administration in 1945, advocated the concept of relating government functions to the environment, which included such factors as people, situation, scientific technology, social technology, wishes and ideas, catastrophe and personality.

The ecological approach assumes that administrative behaviour is peculiarly moulded by the values of administrative culture in which it functions, the administrative culture in turn being an outgrowth of the interaction of values and traits of the administrative system with the social system as a whole.

The ecological approach is further based on the idea that an administrative system may not act as an independent variable in all circumstances.

Organizations, structures, procedures and goals are largely created and changed as a result of the interaction between an organization and its environment.

In developing countries the two main goals of administration are nation building and socio-economic progress. Administration in these countries functions in an environment of scarcity and multiple pressure and controls.

Fred W. Riggs is one of the foremost exponents of the ecological approach in public administration. On the basis of certain functional prerequisites of an social system, Riggs attempted a variety of models and typologies such as the "Agraria-transitia-industria" and fused-prismatic-diffracted societies.

Robert Dahl's advocacy of an ecological approach was based on what he states were three problematic issues:

1. Administrative generalizations based on the experience of one nation-state cannot be universally applied to administrative systems in all kinds of diverse environmental settings.

2. Before formulating theories and concepts of administration, it is necessary to empirically test their validity in all types of social settings to see what is universal.

This implies that public administration must be truly interdisciplinary administration and must be ecological in character approach.

2.2.9 Public Policy Approach

The general concern of the social sciences for social engineering has resulted in the laying of emphasis on public policy. The public policy perspective has also influenced the study of public administration. The abandonment of the politics administration dichotomy made the public policy approach agreeable to administrative analysis.

Evidence from the practical world of administration has brought out the criteria of a close nexus between politics and administration. As governments seek to formulate and implement more and more welfare programmes, policy studies in public administration gather momentum. At this stage, the study of public administration has no doubt been gaining in social relevance, but its boundaries as a descriptive study are not as clearly distinguishable now as they used to be in the olden days of politics administration dichotomy. The discipline, to many public administration analysis, has gained in vigour, but it has suffered a crisis of identity with its diversification and strength.

2.2.10 The Case Method Approach

The case method is administration is a peculiarly American contribution to the methodology of public administration. Administration case means any particular problem which has arisen and been solved in any administrative agency, and its study is concerned with the recording of the circumstances of the case, the procedure and the steps by which the decision was arrived at, the reasons for the decision, and the evaluation of the decision in the light of the result which followed. In 1940, the Committee on Public Administration of the Social Research Council (U.S.A) undertook to publish case studies and several series of them centering round policy information, reorganization and similar other problems have been published. Hoping that such studies will make it possible to enunciate principles of administration tested, help the administrator in arriving at the sound solution of administrative problems.

Check Your Progress Questions

5) Describe the Case Method Approach to the study of Public Administration

The possibility of the application of the case method depends upon the willing co-operation of administrators with the scholars in furnishing the

necessary information to them and in permitting them to see the relevant file and records. Where the official is unwilling to talk and discuss or the current records of governmental proceedings are shrouded in general secrecy as in India at present case studies of this kind are impossible to make.

2.3 PUBLIC AND PRIVATE ADMINISTRATION

Public Administration refers to the governmental organizations, whereas Private Administration refers to non-governmental setting., that is business enterprises. Hence they are known as government administration and private administration.

2.3.1 Similarities

There are many similarities between public and private administration. Administrative thinkers like Henry Fayol, M.P.Follet, Lyndall Urwick do not make administration distinction between public and private administration. They felt all administrations have similar features. The specific similarities between these two are:

1) The managerial skills and techniques are the same in both. The POSDCORB functions are similar.
2) Accounting, filling, statistics, stocking are uniform in both
3) The principle of Hiearchy, Sclar chain is adopted in both.
4) Both public and private administration are influenced by the practices of each other. Pfiffiner and Presthus have said that the emergence of administration corporation is "administration half way house between its commercial prototype and the traditional government department".
5) Where problems of organisation, personnel and finance are concerned both have similarities.

2.3.2 Differences

Public Administration is different from private administration in a numbe of factors, this is particularly with regard to environmental factors.

According to Appleby public administration differs from privat administration in three aspects namely

a) political character
b) in scope
c) Public accountability

But as said by Josia stamp it differs in four aspects, namely

1) Principle of uniformity.

2) Principle of external financial control.

3) Principle of public responsibility.

4) Principle of service motive.

Herbert Simon brings distinction between public administration and private administration.,

1) Public administration is bureaucratic, but private administration is business-like.

2) Public administration is political whereas private is above-political.

3) The character of public administration is red-tape. It is not so in private administration.

Check Your Progress Questions

6) Distinguish between Public and Private Administration

Let us see some more differences between these two.

1) **Political Direction:** Public administration is political in character. It is subjected to political control and direction.

2) **Breadth of scope, impact and consideration :-** Public administration has wider scope for administration. Its impact can be seen in every function of the society. But private administration cannot claim the breadth of scope. Its impact is found only in particular groups.

3) **Public Accountability :** Public administration is accountable and answerable to the general public. Public responsibility is the hall mark of public administration in administration democracy. Private administration is free in its activity.

4) **Principle of Uniformity:** Administration acts and decisions are regulated by uniform laws, rules and regulations. But private administration can practise preferential treatment. Private administration need not worry about uniformity in treatment.

5) **Principle of External Financial control:** The finances of public administration are controlled by the legislature. The Parliament only authorises income and expenditure. Private administration is not subject to external financial control.

6) **Principle of service motive:** Public administration deals with public service, promotes community welfare and serves the public whereas private administration has no service motive. It is always worried about profit. Profit-making is the major goal of private business.

7) **Legal Framework:** Public administration has to function within the legal framework of the constitution. So the functioning will be rigid as far as

8) public administration. But private administration is relatively free and thus flexible in operation.

9) **Nature of functions:** There is difference between private and public administration in the nature of functions. Public administration covers a wide range of activities. The activities of public administration are more urgent and vital for the community. Some of the functions are monopolistic for governmental organizations. All these factors do not apply to private administration.

10) **Anonymity:** Because of the principle of ministerial responsibility, the doctrine of anonymity exists. It is not so in private administration.

11) **Efficiency Measurement :** Public administration differs from the private administration in the measurement of efficiency. Private administration decides its efficiency on the basis of profit earning. But this criteria cannot be applied to public administration. Efficiency is very much essential for public administration

After analyzing the above factors, it is understood that both the administrations have similarities and dissimilarities.

2.4 POLITICS AND PUBLIC ADMINISTRATION

Public administration is most closely related to politics. Both politics and administration are certain kinds of activities as well as names of certain studies and so the relationship between the two must be considered in both the aspects.

The main objective of modern administrative thinkers is to make a sharp distinction between politics and administration. They said that politics was concerned with the laying down of the policies, whereas the task of administration was to carry out these policies, both economically and efficiently. So, it looks as quite separate and distinct. The difference is brought in the following words, 'politics is state activity'. While administration is the activity of the State, Politics is thus the special province of the statesman. Politicians are mainly concerned with the manipulation of power, whereas administrator has power granted to him by virtue of his position. This type of distinction may be possible in administration is working assumption and the satisfactory running of democratic government.

In the recent years 'politics-administration dichotomy' is facing a lot of criticisms from the theorists of politics and democracy.

1) It is said that non-political view of administration has been pushed so far as to treat administration as an invariable quantity, following its own independent principles regardless of the form of government and the political values under which it has to function. This view is totally wrong, because political system is not irrelevant to the system of administration.

2) Non-political view of administration has developed into an anti-political view and looks upon the methods of representation and party government as corrupting influences to be got rid of. This feeling or attitude on the part of administrator constitutes a danger to democracy and it will lead to bureaucratic absolute.

So the conclusion that can be drawn is in the politics and administration relationship is that extremes are to be avoided. A hundred per cent politics dominated administration is dangerous, so also cent percent politics excluded view. Administration balance should be followed. Politics and politicians are concerned with broad objectives of administration. The manipulation of political power provides the motive force for the wheels of administration. Administrators expert knowledge is necessary for policy execution. A sound tradition can be evolved which can develop administration distinction between the two and not by ignoring it.

Taking the example of Britain it shows what sound trading can do to evolve a working arrangements between the political and administrative officers. In U.K. a civil service drawn from the upper strata and middle class has been able to co-operate successfully with conservative and labour ministers. The clash between the two is very rare. In India during the change over from British rule to independence, civil servants brought up in the traditions of an alien bureaucracy, co-operated well with the congress ministers. This also shows that working distinction between politics and administration is possible.

The points of distinction between political and administrative officers are:

2.4.1. Distinction between Political and Administrative Officers

Political officers	Administrative officers
1) Amateur	1. Professional
2) Non-technical	2. Technical
3) Partisan	3. Non-partisan
4) Temporary	4. Permanent
5) More public contacts	5. Fewer Public contacts
6) More legislative contacts	6. Fewer legislative contacts
7) Move policy formulation	7. Less Policy formulation
8) More decisions	8. More advisory
9) More co-ordination	9. More performance
10) Influenced by technical opini	10. Influenced by technical data

The above analysis shows that the political officer may initiate the major policies in fulfillment of the party pledges and programmes. He can broadly supervise the implementation of the policies, which was initiated by him. He has the right of information from the administration. But he has to act in consultation with the official subordinates, Minister has the right of information, and enquiry and may intervene in administration for the redress of legitimate grievances of the public or the individual. It is wrong for the minister to expect his official subordinate to act in any matter contrary to the rules applicable. He should not show impatience, when the officials bring to his notice the difficulties created by the existing laws. His duty is to change the obstruction in laws.

The administration officer has to collaborate with his political chief, and in framing the policies must provide the necessary data. He must offer expert criticism. He must suggest initiation of certain policies. Wherever administrative discretion is present he can make new policies useful to the public. The official or the administrator has the power to supervise the works of his subordinates. Administrator has to follow through proper channel system. Superior officials should not be neglected in the hierarchy. Because it may spoil the self-respect of superiors.

Taking it as administration science, politics and public administration appear to be the two species of the same gene. Generally it is said that public administration is administrative branch of political science-politics is theory of state. It deals with origin, development, forms, justification and so on. The public administration's role begins after the public policy has been made. It is concerned

with organization and methods. So it is clear that public administration is 'government in action'.

2.4.2 Politics and Public Administration Dichotomy

The relationship between politics and public administration has evolved through administration period of time. This controversy has existed from the date of John Locke and Montesquièu till today. It is administration that is subject of discussion among scholars, administrators, politicians and others. In America right from the beginning of their Republic, difference between policy matter and administrative matters has been observed. This only brought dichotomy between politics and administration. Only after the second world war it was abandoned.

Woodrow Wilson made one of the first dogmatic distinctions between politics and administration in the 1880s. His publication the 1887 "The study of Administration" was a paper which formally launched the subject of administration as distinct from politics.

Woodrow Wilson described public administration as detailed and systematic execution of public-law. The application of general law is an act of administration. But the general laws are obviously outside of and above administration. In the words of Woodrow Wilson "............that administration lies outside the proper sphere of politics, administrative questions are not political questions". Wilson was motivated by the considerations of reforms of American administration. Because it was suffering from Spoils system and patronage system. L.D.White, Frank Goodnow suffered and Willoughby and Pfiffner supported Wilson's view. They felt that administration had consistently to be related to politics if government has to work successfully Willoughby said more than the separation, it must be set up as the fourth branch of the government. He further said that world administration refers to operation of the administrative branch only. He even made differentiation between executive power and administrative power.

Pfiffner also supported the dichotomy of politics and administration but said that they cannot always be separated and isolated. He further emphasized that in some instances politics and administration are so intermingled and confused that clear distinction of administration is difficult. He stressed that politics should stick to its policy – determining sphere and leave administration to apply its own technical process free from the plight of political meddling.

The politics which was sought to be separated from administration, was understood to be partisan politics. Politics was identified with policy-making by the popularly elected representatives, and it is not by civil servants who constitute the administration.

2.4.2.1 Why separation is accepted?

Guy Peters feels that the separation is artificial, because it serves some purpose for administrators and politicians. It allows the administrators to engage in politics, without the bother of being held accountable politically for the outcome of their actions. Administrators can engage in policy making using the legal criteria for decision, without politicians interference. This separation allows certain latitude to politicians which they might lack. This allows many of the difficult decisions of modern government to be made by individuals who will not have to face the general public. It may allow politics to shape or at least influence an important decision that will be announced by administration 'non-political' institution., which is not publicly accountable.

2.4.2.2 Dichotomy abandoned

Non-political view of public administration as propounded by the 19th century thinkers was not valid in the present set up of government. Public administration is part of political process. Administrators do the shaping of legislation, dealing with pressure groups, and other agencies. Chief Executive is not only the chief administrator, but also the chief political officer of the nation "All administration and all policy-making in government are political".

Luther Gulick argued that 'politics' understood as a part of the Spoils system is neither its scientific nor the significant meaning. True meaning in politics cannot be taken out of administration nor administration out of politics.

Scholars like Paul H.Appleby, Charles Merriam, Herbert A.Simson, Dwight Waldo are the supporters of these views. Carl Friedrick declared that "Politics administration dichotomy is "a misleading distinction which and become administration fetish, administration stereotype in the minds of theorists and practitioners like". Prof. Kingsley declared administration as a branch of politics. Waldo said "the separation between politics and administration had become an "Outworn credo".

2.5 ADMINISTRATIVE ACCOUNTABILITY

2.5.1 Accountability

The word accountable seems to have come into usage in the English language for the first time in the year 1583, and the context was financial. Even today financial accountability is an important part of the concept, and covers all the activities undertaken by the government. Accountable means liable to be called to account. Accountability therefore means that the administration has to be accountable for the exercise of authority, which it possesses. An important question is-accountability for what? It is linked with performance, it is achievement oriented". ...Administrative accountability is an organizational imperative because first and foremost, its purpose is to evaluate its performance in terms of its goals.

2.5.2 Tools of Accountability

It is necessary in the interest of democracy as well as efficiency and effectiveness that proper tools or controls to check public bureaucracies must be devised. Controls are of two types-external and internal. According to Prof.Finer, the best way to enforce accountability is to develop institutions that vigorously monitor the actions of public bureaucracy and punish those guilty of maladministration. Administrators have acted appropriately because of the surveillance and muscle of those outside their agency. Prof.Finer's assumption is that people in government are not better than people in the rest of the society. In the absence of other controls, such as profit motive, policy makers must monitor the performance of public administrators via formal mechanisms.

2.5.3 Limitations of accountability

The working of the process of accountability is not simple and easy; there are several limitations to it.

1) Professional ethics of a person may come into conflict with his administrative ethics. This is particularly so where specialists or professionals are employed in government organizations. Here administrative accountability is limited by the internalized value structure of the specialists. For example, doctors employed in government hospitals owe primary allegiance to the norms of the medical profession. They may justificably protest against the rules, which create conflict with their profession. They may justifiably protest against the rules which conflict with their professional and ethical relationship with patients.

2) The pattern of accountability of managers and public enterprises who are engaged in manufacturing or economic or commercial functions, has to be different from that of the administrators in a typical government department. This is because the former have to function on business lines and compete with the private sector.

3) Trade union activities too sometimes set administrative limit to accountability to the departmental rules and regulations or even budgetary norms.

4) Accountability, being culture oriented (as explained above) operates within the culture atmosphere of administrative political system. The nature and meaning of administrative accountability to administration to a large extent, are, therefore, defined by it.

5) Administrative accountability is conditioned by the political structure of administration of the country. For example the nature and extent of administrative accountability will be different in administering federal system from that in the unitary government. The problem is more complicated in a country like India where personnel of the All India Services are recruited and regulated by the Union Government but are appointed to work under State Governments, autonomous organizations, corporations etc. They cannot be held fully accountable to the latter because they remain under the disciplinary powers of the former.

6) Administrative accountability is limited in situations, which may be called "non-administration".

2.6 Forms of Accountability

Accountability has many facts but they are inter-related. Accountability may be formal i.e. institutionalized or informal i.e. democratic and ethical. Accountability may also take the forms like political accountability, administrative accountability, legislative accountability, judicial accountability etc.

In addition to the formal structures and informal modes prevalent in different states to enforce accountability in public administrations, scholars suggest a few more. These are:

2.6.1. Representative Bureaucracy

In order to ensure that administrators remain responsive to the needs of the people, some scholars have pointed to the potential importance of representative bureaucracy. This view holds that democracy will be served if bureaucrats mirror certain key characteristics of society. This view as first developed by Kingsley, which grew out of recognition of the inadequacy of the traditional legal institutional controls for insuring administrative accountability in administration of modern social service state. Their argument is that public administrators are not neutral tools to carry out policies laid down by the legislature. In fact, they are deeply involved in formulating policies, concerned as much with ultimate as with efficiency. The accountability of an administrator depends ultimately on the values, attitudes, beliefs and interests which underlie his behaviour.

2.6.2. Public participation

Direct involvement of the people in the administrative process constitutes one of the major efforts to enforce administrative accountability. Public participation consists of (a) consultation throughout the planning process, (b) public representation on decision-making boards, and (c) community control over funds and expenditure. However, public participation educates the citizens and is informed about the broader socio-economic characteristics of the community itself.

2.6.3. Positive Content

Accountability must be imparted positive content. At present accountability is not properly interpreted. It must become sensitive to reward and punishment and must not remain one sided.

2.6.4. Administrative reforms

Accountability is performance based and result-oriented. So, in a responsible system of government rules and procedures must be simplified to enable public servants to avoid delays caused by unnecessary procedures. Decentralization, delegation, devolution and deconcentration are vital to accountability.

2.6.5. Innovative Practices

Innovative practices like sunset legislation and zero-base budgeting, social audit, Freedom of information Act, Sunshine legislation, etc. should be adopted to enhance accountability.

2.7 Administrative Responsibility

If the power is not to be abused, it must be accompanied by responsibility. For the proper exercise of the power vested in them the administrative agencies and officials have, therefore, to be made responsible to appropriate authorities. The system of responsibility to which administration is subject, may be built up of constitutional provisions, statutes, rules, judicial decisions and precedents, and customs and usages.

Under the modern democratic government, these controls flow from (a) the legislature, (b) the electorate or the people, (c) the administrative superiors, (d) professional bodies and (e) the courts. In other words, responsibility of administration is political, administrative, professional (in some cases), and judicial.

2.7.1 Legislative Control of Administration

Check Your Progress Questions

7) What is control? What are the characteristics of Control?

In democratic countries, people exercise control over administration through their representatives, who constitute the legislature. The control of the legislature over administration is most important and effective. The legislature is the sources of all administrative authority: It lays down the public policy – the work programme, it decides the nature and scope of administration, the number of personnel required to man the administrative machinery, the methods and procedure of work and makes available the necessary funds, for carrying the into practice. Having done all this, the legislature proceeds to supervise, direct and control the administration so that the public policies determined by it may be executed in an efficient manner.

The legislature exercises supervision and control over administration through the following means:

2.7.1.1 Budgetary Control

The most effective legislative control over administration is exercised through control over the purse strings of the nation. Not a paisa can be spent without sanction of the legislature. It is true that the demands for grants made by the executive can neither be rejected nor reduced, so long as it enjoys majority support of the Legislature, yet the voting for the grants is to be preceded by debate and discussion which provide an excellent opportunity to the opposition to criticize the government and expose its failure.

2.7.1.2 Control over Delegated Legislation

The legislature usually lays down policies in general terms and it delegates authority to the administration to fill in the details. But it does not mean that the administration exercises the discretion in any way it pleases. The Parliament exercises control over delegated legislation by constituting a committee on subordinate legislation.

2.7.1.3 Debates and Discussions

The Parliament is provided with many occasions for discussions and debates, most important of which are the inaugural address by the President, the Budget speech of the Finance Minister, the introduction of new legislative measure or amendments of the existing ones and so on. At such occasions, government policy and the working of the department are thoroughly discussed and debated; the members may comment, criticize or praise any aspect of the department's work.

2.7.1.4 Resolutions

The legislature also controls the administration through motions and resolutions. A resolution is only recommendatory, yet a government, which claims to be based on popular consent, dare not ignore it. Motion of various kinds such as cut motin, call attention motion, no-confidence motion, etc. can be moved to ensure a particular minister or government a whole. Of all the motions, adjournment motion is the most common. This motion is intended to draw the attention of the House to some urgent matter of pubic importance. The Speaker permits the motion, the work of the House is suspended and discussion on the matter takes place.

2.7.1.5 Question Hour

Questions represent a very powerful technique of Parliamentary control over administration. Question Hour is the opening hour of the Parliament meetings, when any member of the House can put questions for seeking information regarding any matter. If the answer to a question is not full and satisfactory, supplementary questions can also be asked.

2.7.1.6 Audit and Report

When Parliament sanctions money for expenditure, it is also its duty to ensure that the money is spent judiciously. This control over public expenditure is exercised by the legislature, through the Comptroller and Auditor General of India.

The Comptroller and Auditor General while auditing the expenditure, examines that the money spent was given due sanction by the competent authority and that it is spent for the purpose for which sanction was granted. It also ascertains that the expenditure is incurred with due regard to the principles of financial propriety. The report submitted by the Comptroller and Auditor – General is scrutinized by the Public Accounts Committee of the legislature and thereafter the legislature discusses its findings.

2.7.1.7 Control through Parliamentary Committees

The Parliament is not in position to go into details of the working of various administrative departments, due to lack of time and also lack of knowledge about their activities. It therefore, makes use of committees to go into the depth of the working of different departments and keep an constant watch on their functioning. Some of the important committees of the Indian Parliament are : Public Accounts Committee, Estimate Committee, Committee on Public Undertakings, Standing Committees for various Ministries, Committee on Assurances and Committee on Subordinate Legislation.

2.7.2. Executive Control of Administration

Let us see how the executive controls the Administration. According to E.N. Gladden "There are three important controls by the executive on civil services, namely political directives through policy making by the ministers, the operation of national budgetary system and recruitment by an independent authority".

In a Parliamentary Democracy the Cabinet is the real executive and its collectively incharge of the whole administration and each Minister in the Cabinet is individually in charge of one or more departments of administration. It is the Cabinet that is responsible for policy formulation, supreme direction of administration and the co-ordination and control of the various branches of administration. It provides money for the various departments for expenditure. The departments cannot exceed the amount that is allotted to them. It exercises control over administration through its power to appoint and remove civil

servants. Thus every department both for its financial and personnel needs has to remain under an effective and continuous control of the executive.

Executive control is fuller in content and constant in execution. It is stimulating and directing force. It gives a positive and continuous guidance to the administrative operations. The executive control over administration can be full and effective only when there is team spirit, co-operation and mutual trust between the Ministers and the Civil servants.

In a Parliamentary Democracy the Minister is responsible to the Legislature for all acts of omission and commission of the permanent officials of his department. The official is not responsible to the Legislature directly. It is therefore essential that the relations of the Minister with the civil servants should be cordial so that the work of the department may be carried out in an efficient and economical manner. The Minister and the civil servants should feel that they are partners in the work of administration. There must be mutual respect and understanding between them. The Executive control like that of the legislative control is a potent instrument in increasing the efficiency of the public servants.

2.7.3. Judicial Control of Administration

The next Question that comes before us is how to protect citizens against the misues of Administrative authority. The doctrine of Rule of Law lays down the basis of judicial control over administrative acts. By Judicial control is meant the power of the courts to examine the legality of the officials' acts and thereby to safeguard the fundamental and other essential rights of the citizens. It means that an aggrieved citizen can move a court of law against a public servant for the wrong done to him in the course of discharge of his public duties.

A person may approach a court of law for the redress of his grievances on the following grounds.

- ★ Lack of jurisdiction
- ★ Abuse of authority
- ★ Error of Law
- ★ Error of fact finding
- ★ Error of procedure

According to M.P.Sharma, the more important forms, which Judicial control over administration are the following:

2.7.3.1 Judicial Review

Administrative acts and decisions are subject to Judicial Review. In India the Doctrine of Judicial Review has not yet been properly defined. Certain provisions of the constitution as well as of statutes, which declare the finality of administrative decision in particular matters, restrict the availability of Judicial Review in our country.

2.7.3.2 Statutory Appeal

Where the law declares that in a given type of administrative act or decision the aggrieved party will have the right of appeal to the courts or to higher authority. Judicial control takes the form of statutory appeal. Sometimes, it may permit the administrative agency itself to go to the court for the enforcement of its order.

2.7.3.3 Suits against the government

Judicial control can be in the form of suiting the state including the local bodies for obtaining suitable remedy for a wrong done to a person. The suability of the State arises in connection with contracts and torts. In India Article 300 of the constitution governs the suability of the State. It provides that the State is suitable for contracts like any private individual under the ordinary law of contract.

2.7.3.4 Suits against Public Officials

For acts done by officials in the private capacity they are responsible like any other individual. In India, the constitution grants personal immunity to the President and the Governors for any act done in exercises of their power and duties as laid down in the constitution.

2.7.3.5 Extraordinary remedies

The extraordinary remedies are available in the following writs:

2.7.3.5.1 Habeas Corpus

It literally means, "to produce the body of", the purpose of this writ is to determine whether the person is legally detained or restrained in his liberties. This writ is a powerful safeguard of the liberty of the citizens. If there is unlawful detention, this writ will be used.

2.7.3.5.2 Mandamus

It means a 'command'. This is a writ issued to a public official to do a thing, which is part of his official duty but which, he has so far failed to do. This writ is at the discretion of the court if the court feels an alternate remedy is available, writ will not be granted.

2.7.3.5.3 Prohibition

It is a judicial writ issued by a superior court to an inferior court, for the purpose of preventing it from usurping jurisdiction with which it is not vested. Prohibition writ can be claimed as a matter of right but Mandamus cannot be claimed.

2.7.3.5.4 Certiorari

It means to be made certain or to be certified. It means the direction of a superior court to an inferior court for transferring the records or proceedings of a case pending with it for the purpose of determining the legality of the proceedings and for giving more satisfactory efforts to them than could be done in an inferior court.

2.7.3.5.5 Quo Warranto

It means "What authority". This writ is used to enquire into the legality of the claims, which a party asserts to an office or franchise and to cut him from its enjoyment if the claim were not well founded.

2.7.4. Popular Control

There are some formal and constitutional means of popular control, which are practised in different countries. They are as follows:

2.7.4.1. System of Election

The people either directly or indirectly elect the head of the State. He appoints the higher officials and therefore they are responsible to him. These officials have a share in policy making and thereby they are brought under the control of the people. (e.g.) Switzerland.

2.7.4.2. System of Recall

In countries where officials are elected by the people, this system is followed. If an official fails to discharge his duty properly, the people can call him back, that is, make him retire from his office and elect a new official in his place.

2.7.4.3. Referendum and Initiative

Referendum and initative are those means as control which entitled the people to take direct part in the determination of public policy and in making of laws. These forms of direct popular control are practicable in small states only (e.g.) Switzerland.

2.7.4.4. Advisory and consultative committees

One device of public control over administration, which has recently arisen in democracies is the appointment of Advisory committees, councils, or Boards. These committees are appointed at all levels of administration from the highest to the lowest. In India they exist in the social welfare departments and the public corporations and other public enterprises. These bodies consist of prominent citizens who have special knowledge of the activities of the department concerned. To make these advisory committees really useful, it is necessary that they should be wholly advisory in character. They have nothing to do beyond.

2.7.4.5. Pressure groups

Apart from the above mentioned means, there are various organized interests like industrialists, associations, chamber of commerce, labour unions, professional and cultural associations, religious group, etc, that constantly exert pressure on government, and other administration to mould their policies and acts in their favour. Some activities of the pressure groups are quite legitimate and useful to administration. They function as a liaison between the administration and the members of the trade or profession. These pressure groups are more prominent in the U.S.A. but they are found in every country.

2.8 Summary

This unit attempt to understand the various approaches to the study of Public Administration, Public and Private Administration, Politics and Public Administration, Administrative Accountability, forms of Accountability, control of administration i.e., legislative control, executive control and judiciary control that provides to understand popular control particularly system of election, system of recall, referendum and initiative, advisory and consultative committees, pressure groups. To sum up, Public Administration has acquired certain distinctive features differentiating it from Private Administration. Public accountability is its hallmark; consistency of treatment its watchword;; and consciousness of community service, its ideal. "By and large," writes Appleby, "those who do not normally and consistently feel a great interest in government,

will not be good prospects. In general, the more they have succeeded in non government fields, the more they have developed interests and habits of thought that will make them unfit for government. Obviously, the more delicate and difficult distinctions have to do with upper-bracket positions. There, surely, patriotism, zeal and intelligence could never be enough – any more than they could be accepted as adequate criteria in selecting candidates for the bench from the ranks of the bar, or in selecting army generals from non-military ranks." Nevertheless, Public and Private Administration are not two distinct entities. Rather, they are two species of the same genus, administration. Private business, too, is obliged to function within a framework of general laws, and special laws controlling it. In private administration, profit motive is no longer the sole driving force : it is now being increasingly enlivened by enlightened self-interest. Indeed, there is, today, more difference between large and small organizations than between Public and Private Administration. In a real sense, private administration is itself a highly regulated administration nowadays, this regulation stemming from a widespread urge to bring it in tune with the community's professed ideals and ambitions. Nor should a reader forget the impact of newly emerging organizational forms in the society in the wake of policies of economic liberalization and globalization. As a direct result, the institutional distinctions between public administration and private administration are getting increasingly blurred even though value orientation and ideological frameworks are different.

2.9 Keywords

Public Policy – Case Method – Accountability – Dichotomy – Bureaucracy – Delegation – Referendum – Recall

2.10. Answer for CYP Questions

For Question No.1.	Refer Section No.2.2.1
For Question No.2.	Refer Section No.2.2.4
For Question No.3.	Refer Section No.2.2.3
For Question No.4.	Refer Section No.2.2.10
For Question No.5.	Refer Section No.2.2.5
For Question No.6.	Refer Section No.2.3
For Question No.7.	Refer Section No.2.7.1

2.11 Books for further reading

1. A Handbook of Public Administration, New York, United Nations, 1961.
2. Dimock, Marshall E., A Philosophy of Administration, New York, Harper & Bros., 1958

2.12 Questions/Exercise

1. What is Accountability?
2. Explain the legal approach to the study of public administration.
3. Explain in brief the different approaches to the study of Public Administration.
4. Analyze the study of behavioural approach in Public Administration.
5. Explain the similarities and dissimilarities between Private and Public Administration.
6. Bring out the Dichotomy between Politics and Public Administration.
7. Analyze the Legislative control of Administration.
8. Explain the role played by Judiciary to protect the citizens against the misuse of Administration authority.

Unit-3

CONCEPT, THEORIES AND PRINCIPLES OF ORGANIZATIONS

INTRODUCTION

Human beings are, by nature, gregarious and community or group life is one of the earliest and most enduring features of human existence on this planet. This natural inclination for living and working together with others underlies the prevalence of variety of social groupings, such as, family, clan, community, friendship group, organization, etc. These social groups are not merely a number of individuals collected at random but they are composed of individuals who are interrelated. The individuals are bound together in a network of relatively stable social relationships. Thus our society is organizational with large and complex organizations dominating every sphere of human activity in almost all countries of the world, irrespective of ideological and other differences. Organizations, as such, have become the crucial factors affecting the quality of human life in the contemporary society. The study of concept, theories and principles organizations, thus, is an important fact of human life.

OBJECTIVES

To understand the concept of Organization.

To know the theories of Organization.

To analyze the Principles of Organization.

To evaluate the importance of Organization in modern times.

UNIT STRUCTURE

Meaning

Origin of Organization

Approaches to the study of organization

Formal and Informal organization

Theories of Organization

Scientific Management Theory

Fredrick Winslow Taylor

Principles of the theory

Evaluation of the Theory

Classic Theory

Henry Fayol

Gulick and Urwick

Criticism of Classical Theory

Human relations theory of organisation

Hawthorne Experiments

Findings of Hawthorne Experiments

The individual

Informal organizations

Participate Management

Classical and Human Relations theory

Criticism of Human relations theory

Bureaucratic Theory

Theory of Authority

Criticism of bureaucratic Theory

Systems Theory

Concepts of General Systems Theory

Critical analysis of the theory

Principles or Organization

Hierarchy or the Scalar Process

Merits and Demerits

Span of Control

Nature of Work

Leadership

Age of Agency

Location of the organizational units

Integration Vs Disintegration

Merits and Demerits of Integration and Disintegration

Unity of Command

Centralization

Factors governing Centralization or Decentralization

Arguments and Influences in favour of Centralization

The case against Centralization

Summary

Keywords

Answer for CYP Questions

Books for further reading

Questions/Exercise

3.1 Meaning – Nature and Importance of Organization

Organization is one of the most important and integral parts of administration. Without proper organization, the whole system of Public Administration will collapse. It is regarded as a human relationship in group activity. The organization includes all formal and informal relationships inside and outside the enterprise.

'Organization' according to the dictionary 'is the work of connecting inter-lependent parts so that each has a special function, act, office, or relation to the vhole'. Mooney says "Organization is the forum of every human association for he attainment of common purpose".

Different writers have given different definitions, all having the similar :onclusions.

Organization is generally used in at least three different meanings. The first meaning is the act of designing the administrative structure. The second meaning is both designing and building the structure. The last meaning is the structure itself. Urwick restricts the meaning of organization only to the designing of administrative machine. This approach of Urwick is called the structural approach. But other thinkers could not accept this structural view. They believe that organization is essentially a network of human relationships. "Organization is the systematic bringing together of inter-dependent parts to form a unified whole through which authority, co-ordination and control may be exercised to achieve a given purpose.

In earlier era organizations were simple, because human society was in primitive stages. Of course there were large scale organizations also. But the relationship was simple. There are number of factors which have influenced the complex organization. These factors complicated the entire process. The factors are the liberation of the individual in our social philosophy and policies. Secondly the development of new understanding of the native of human co-operation. Next factor is the broadening range of organization goals. The last factor is the movement toward task specialization.

Organizations are social entities. Like the social organizations, the organizations are subject to pressure, prejudices and bias. So organization must be

viewed in their total, as multidimensional and not in narrow mechanical point of view.

Whatever the definition for organization, a sound and clear system of organization is essential for the proper working of the administrative machine. The effectiveness of administration, depends on the proper set up of an organization.

3.1.1 Origin of Organization

Organizations emerge when we wish to attain a goal. For getting things done organization is necessary. We cannot travel in vaccum to achieve a purpose. Organization is a vehicle through which we achieve a purpose.

For example, the League of nations and United Nations were formed to solve the problems created by war. Thus in public administration when a new task is to be created, new organizations are created. But the old ones also occasionally disappear.

3.1.2 Approaches to the study of organization

There are two main approaches to the study of organization. One is mechanical approach and the other is Human behavioural approach.

Mechanical approach as the term implies views organization as a formal structure or plan. It is based on sound basic principles. Organization plan must be considered prior to the personnel or staff to be employed. So the feeling in this type is that the personnel are considered as cogs in the machine.

In the Humanistic approach organization is a group of people. It is team work and they contribute their efforts for the achievement of the purpose. In the modern era mechanistic theory loses much of its ground, because human element plays a very important role even in the designing of an organization. But for a healthy functioning both mechanistic and humanistic combination is essential.

3.1.3 Formal and Informal organization

In the study of organization it is essential to make a distinction between formal and informal organization. The formal organization gives broad outlines and plans of the organization, informal organization infuses blood in that. Formal organizations are tradition-bound and mechanistic in approach, whereas the informal organization and social in approach. But both formal and informal cannot be separated in the study of organizations as both are side by side in the organizational functioning.

By formal organization we mean that the organizations are deliberately planned, designed and sanctioned by the competent authority. In all the formal organization there will be organizational charts, manuals and rules.

There is a general pattern of behavious found in formal organizations. They are

Specialization is the foremost organizational pattern of behaviour. In all the organizations there are four bases of organization, namely a) functional b) process c) Clientele d) Area.

The second type of behaviour is the system of incentives. The incentives serve the function of making the organization efficient.

The third type of behaviour is the role of authority. Authority consists of two aspects, one is subjective, the other is objective. The subjective is the authority of pending individual that makes the subordinates accept it, whereas the subjective is the character of communication by virtue of it is accepted.

The fourth aspect is the decision-making. The decision maker must determine the purpose and the means to be adopted for the achievement of purpose. Decision making is a co-operative process.

The final aspect is the environment of decision. The decision maker must isolate the appropriate alternative first and then evaluate them. Then select the one that will best contribute to the goal.

Informal organization, is the pattern of the actual behaviour of the personnel engaged in it. Informal organization expected behaviour differs from actual behaviour. A dominating head may behave in an authoritative way to reduce all the subordinate personnel mere servants. Informal organization is much influenced by personalities in the organization.

To conclude we have to realize that organization cannot be totally planned according to abstract principles. These principles have the guiding value. No organization can be fully understood by the study of its formal structure only.

3.2. THEORIES OF ORGANIZATION

3.2.1 Scientific Management Theory

Check Your Progress Questions

1) Discuss the role of Scientific Management theory in Public Administration

Scientific Management theory was formulated in the beginning of the twentieth century. During the 19th century the conditions in the factories were not planned properly. There was no standardization in the methods of work. Each

employee used his own method of work. This is the reason for the emergence of new philosophy of management.

3.2.2. Fredrick Winslow Taylor

F.W. Taylor is regarded as the father of Scientific Management. He is prominent in the field of scientific management because of his contribution. He is an engineer by training. For the sake of industrial efficiency he first advocated the systematic adoption of the methods of science to the problems of management. Taylor concentrated on intensive analysis of work processes at the level of individual worker. Orderliness is the tone of Taylor's thoughts. Workers were not being managed properly. The method followed was 'rule of thumb', They selected their own tools, their own methods. It is described by Taylor as traditional knowledge as opposed to true science.

3.2.3 Principles of the theory

The scientific management theory gives importance to rationally, predictability, specialization and technical competence. On the 'shop' level the focus was on the design and operation of production processes. Taylor explains that the co-operation between the workmen and the management was based on mutual interest.

There are four principles emphasized by Taylor. They are:

1. The development of a true science of works: This was a scientific investigation of daily tasks to be done by gathering the traditional knowledge, classified, tabulated and reduced into rules and laws to find out the ideal working methods.
2. Scientific selection of the workman is the second principle. To ensure that the effective performance of the work, which is scientifically developed work. There is also need to select the work scientifically possessing physical and intellectual qualities.
3. The third principle is that that Taylor stressed that every worker must be systematically trained. Management would give the opportunity to the workers to technically advance to do the job the fullest relationship of his natural capacities.

> **Check Your Progress Questions**
>
> 2) Analyze the main Principles of Organization
> 3) Analyze the features of Scientific Management Theory of F.W.Taylor.

The last and fourth principle of Taylor is separation of planning function and doing function. He proposed using specialized experts known as "functional foreman". He is responsible for some specified aspect of worker's task. For example the finding of best machine, speed, deciding on job priorities or

worker.

3.2.4 Evaluation of the Theory

There are drawbacks in the scientific management theory.

Basically trade unions are not interested in the modern scientific methods of increasing production. The labour leaders were against Taylorism. They thought that this will destroy trade unionism and collective bargaining. It will increases unemployment problems.

Not only labour leaders but also managers attacked the system. Without any merit of higher education, the manager wanted to claim to the highest positions in the organization. So they were against Taylor's 'trained experts'.

Elton Mayo also proved that the structural arrangement of the organization is not important for increasing productivity and efficiency, but it is the emotional attitude of the workers towards the work is important. This is what was studied by Elton Mayo.

Taylor did not properly understand the autonomy of the work is another criticism against him. The minute division of work and specialization depersonalize the work. The worker becomes a mere cog in the machine. The worker-executive relations becomes remote.

Behaviouralists also criticize the theory saying that Taylor's theory sacrifices the initiative of the workers, his individual freedom and use of this intelligence and responsibility.

Scientific management is also known as "Taylorism". The books written by Taylor were:

1. A piece rate system 1895
2. Shop management 1903
3. Art of cutting Metals 1906
4. Principles of Scientific Management 1911.

Scientific management, involves complete mental revolution, on the part of workers, towards their duties, work, fellow men and on the part of mangers, towards their employees and their problems. The mental revolution requires the realization on the part of both the parties, that their mutual interest is not contradictory. Both can prosper only through co-operation, not conflict. This is the essence of Scientific Management.

This theory is also known as mechanistic theory. This theory was supported by Henry Fayol, Urwick and Gulick, J.D.Mooney, F.W. Taylor, Max Weber. These theorists said that administration is declared as administration regardless of the kind of work.

The classical theory of administration was developed during the first half of the 20th century. This theory became very popular in 1937 when the paper on the Science of Administration written by Urwick and Gulick.

Traditional theory, formal organization theory, mechanistic theory, structural theory and administrative management theory are the different names for classical theory. This theory has a broader approach to organization. Its characteristics are specialization, hierarchy, rationality, impersonality and efficiency. The central tenet of classical theory is division of labour. Classical theory accepts that a worker is motivated solely by economic incentives.

The classical thinkers believed that the efficiency and economy of the organization can be maximized when it is established in accordance with certain principles.

Check Your Progress Questions

4 What are the important contributions of Classical theory of administration

3.2.5 Henry Fayol

Fayol was a French Engineer and also regarded as the father of the Classical Theory. His popular and famous work is 'General and Industrial Management'. It was published in 1919 and its English translation was published in 1929. He did not make distinction between public and private administration. He divided all activities in an organization into six groups namely technical, commercial, financial, security, accounting and managerial. According to Fayol administration comprises five elements namely forecasting and planning, organization, command, co-ordination and control.

Fayol's fourteen principles are the following:

9. Division of work
10. Authority
11. Discipline
12. Unity of Command
13. Unity of Direction
14. Subordination of individual interest to general interest
15. Remuneration
16. Centralization or decentralization

17. Scalar Chain
18. Order
19. Equity
20. Stability of Tenure
21. Initiative
22. Espirit de Corps

3.2.6 Gulick and Urwick

Urwick published "The elements of Administration". In 1937 Gulick and Urwick published papers on the Science of Administration. Structure and functions are stressed in this classical theory. Gulick sums up the principles of organization in the word 'POSDCORB' which is a very popular word in administration, and which stands for a particular function.

Functions are:

1. P- Planning, working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise.
2. O- Organization, that is the establishment of the formal structure of authority through which work supervision are arranged, defined and co-coordinated for the defined objective.
3. S- Staffing is the whole personnel function of bringing in and training the staff and maintained favourable conditions of work.
4. D- Directing is the continuous task of making decisions and embodying them specific and general orders and instructions and serving as the leader of the enterprise.
5. Co – Co-ordination keeping those to whom the executive is responsible informed as to what is going on, which thus includes keeping himself and his subordinates informed through records., research and inspection.
6. R – Reporting All the matters to be reported to high level for proper functioning of organization.
7. B – Budgeting refers to fiscal planning, accounting and central.

Similarly Urwick specified eight principles of organization. They are:

1. Principle of objective.
2. Principle of Correspondence
3. Principle of responsibility

4. Scalar Principle
5. Principle of Span of Control
6. Principle of Specialization.
7. Principle of Co-ordination
8. Principle of definition.

Mooney and Reily published 'Onward industry' in 1931. A re-publication of the same book in 1939 under the new title. "The principles of organization". They enunciated four principles namely:

1. Co-ordination
2. Hierarchy
3. Functional differentiation.
4. Line and Staff

3.2.7. Criticism of Classical Theory

This theory is an unscientific theory of organisation. This theory is not tested scientifically. It has neglected human dimension of the organisation. It is an 'organisation without people'. This theory is described as 'atomistic', because it views human beings in isolation, from the fellow men in the organization. It further says that human beings are immune to social control, that is control groups. The classical theory has been characterized as 'mechanistic' because it fails to explain the dynamic of organizational behaviour. It treats man as a cog in the machine of organisation. It is always concerned with the work rather than the worker. Herbert A.Simon, the most important critic of classical theory says that the principles of organisation are "proverbs, myth, slogans and inanitics". The theory has also been criticized that it has over-simplified human motivation. It assumed that every employee is an economic man, who is only interested in maximizing his income. The later Hawthorne theory of Eiton Mayo proved that the workers are motivated no only economic factors but also by non-economic factors. Another criticism is the classical theory is a normative theory, it is more concerned with that ought to be rather than what is. Classical theory treats the organization as a 'closed system'. Uninfluenced by external environment. Further it is concerned only with formal organization and neglects informal organization.

Whatever the criticism laid against this theory, the classicalists have made significant contributions to the evolution of organization theory. This theory only

first propounded the idea that administration itself was a separate activity, and was worthy of intellectual investigation. The limitations of this theory stimulated further researches in organizational behaviour. In fact, the classical approach to organizational analysis is considered as the foundation of the 20th century administrative – management thought.

3.2.8. Human relations theory of organization

The human relations theory appeared to give answer to the criticisms laid against classical theory. It concentrated on organization variables like emotions, personal motivations, informal group norms. It was found that the real cause of human behaviour was somewhat more than mere physiological variables. These findings focused attention on the human beings in organizations.

The single greatest influence which made the classical theory of organization fall into disfavour came from the Hawthorne experiments which were carried out in the U.S.A. in the late 1920s and early 1930s. The experiments were carried out at the Western Electric Company of Hawthorne, under the dynamic leadership of Elton Mayo and his collegues of the Harvard Business School.

3.2.8.1 Hawthorne Experiments

The study was conducted in the Western Electric Company at Hawthorne near Chicago. The studies were conducted in the following four phases.

4 Illumination Experiment (1924-27) to determine the effect of different levels of illumination and worker's productivity.

5 Relay Assembly Test Room Experiment (1927) to observe the effects of various changes in working conditions on the workers output and morale.

6 Mass interviewing programme (1928-31) to explore the employees feelings by talking to them.

7 Bank wiring experiment (1931-32) to understand better how the norms that controlled each members' output were established by the worker's social group.

a. These above factors are explained by Roethlisberger and Dickson in their book 'Management and the Worker' published in 1939.

3.2.8.2 Findings of Hawthorne Experiments

1. The social and psychological factors at the work place, and not the physical conditions of work, determines the employee' morale and output. It is the most important finding.

2. The organization is a social system.
3. Non-economic rewards and sanctions significantly affect the worker's behaviour, morale and output.
4. Workers are not isolated, unrelated individuals, they are social animals.
5. Division of labour strictly on specialization is not necessarily the most efficient approach.
6. The workers forms small social groups.
7. Workers react to management as members of the informal work groups rather than as individual.
8. Supervision, communication and participation and also leadership being change in behaviour, satisfaction and productivity, among the workers,

The above factors gave rise to the theory of Human Relations.

The three elements of the theory.

1. The individual
2. The informal organizations.
3. Participative Management.

3.2.8.3 The individual

Individuals emotions and perception is recognized by the theory. The Human Relations only decide the level of workers' production and organizational output.

3.2.9 Informal organizations

Informal organizations are emphasized by Human Relations Theory. According to L.D. White informal organizations "are the set of work relationships that grow out of mutual interaction of persons working together over a long period of time".

The informal organization plays an important role in determining the organizational efficiency. It sets norms for production and behavioural patterns. It is found in the Bank Wiring Experiment (1931-32). Those norms are:

1. A person is a 'rate – buster' if he turn out too much of work.
2. A worker is a 'Chiseler', of turn out too little work.
3. One should not tell a supervisor anything that will react to the detriment of an associate. Of one does, one is a 'squcaler'.
4. One should not attempt to maintain social distance or act officious.

3.2.10 Participate Management

This theory also advocates participative Management. It means the participation of workers in decision – making, particularly with regard to their work conditions. The merits of this are:

1. It permits the workers to discuss with supervisors and influence the decisions that affect them.
2. It develops a sense of participation in the group.
3. It results in higher productivity.
4. The working environment is more pleasant.
5. Alienation of workers from management is prevented.
6. The workers accept the organizational goals.

3.2.11 Classical and Human Relations theory

These two theories have different approach to organizational dynamics but significant similarity in the views, in the objectives of an organism. The goals of the organizations, that is economy and efficiency are similar to both.

The classicalists concentrated on the motivation of workers, where human relationists insisted on the needs and aspiration of workers. The classicalists' prescription of organizational change lay to realize formal structure, while the human relation recognized that it is the informal group in an organization which primarily determines the nature of change. Both the theories have played a notable role in rationalizing and stimulating the quantity and quality of production.

3.2.11.1 Criticism of Human relations theory

1. Hawthorne experiments lack Scientific base.
2. Behaviour of workers during experiments was unnatural, but they were influenced by their feeling of importance, attention and publicity they received in the research setting. This is called as Hawthorne effect. In this workers react positively and give their best when they know that they are being observed.
3. Human Relations is pro-management and anti-union. The United Auto workers described their 'Cow sociologist'.
4. Human relations people give much attention to informal relations.
5. Peter Drucker says that human relations neglect the nature of work but focused on interpersonal relations.
6. Daniel self says that Harvard group's methodology was defective.

7. Mayoism could not explore the multi-dimensional phenomenon of human motivation completely.
8. There was no place for tensions and conflicts in the philosophy of Mayo.
9. The last but not the least criticism is the theory has ignored the environmental factors.

3.2.12 Bureaucratic Theory

Vincent de Gourney, a French economist was the founder of the term 'Bureaucracy' in 1746. He said "we have an illness in France which bids fair to play havoc with us, this illness is called Buraumania". The word 'Bureau' is a French word meaning a desk.

Thomas Carlyle described the spread of the word bureaucracy as 'the continental nuisance'. This term Bureaucracy was first used in the French from 'bureaucratic' by a French minister of commerce in the eighteenth century to refer to the government in operation spread to Germany during the 19th century as 'Burokratic' and has since found its way into English and many other languages".

The systematic study of Bureaucracy began with Max Weber. Weber was German sociologist. Karla Marx says bureaucracy is like the state itself. Bureaucracy is an instrument by which the dominant class exercises its domination over other social classes. So the interests of bureaucracy are closely related to the dominant class and the state. Even the theory of oligarchy says that large organizations have a tendency to develop a bureaucratic structure. In Big Organizations power is concentrated in the hands of a few.

> **Check Your Progress Questions**
> 5) Explain the features of Bureaucratic of Theory o Organization
> 6) What are the contribution of Max Weber to the Bureaucratic theory of organization?

Max Weber called his formulation bureaucracy as 'ideal type'. The writers on public administration said that "in Weberian model, bureaucracy is not to be confused with the civil service. It refers to the sociological concept of rationalization of collective activities.

3.2.12.1 Theory of Authority

According to Weber, authority is synonyms to "authoritarian power of command" and he called it "domination". He further said that "All administration means domination". Weber has identified the components authority. They are:

1. An individual or a body of individual who rule.
2. An individual or a body of individual who are ruled.

3. The will of the rulers to influence the conduct of the ruled and an expression of that will or command.
4. Evidence of the influence of the rulers in terms of the objective degree of command.
5. Direct or indirect evidencė of that influence in terms of the subjective acceptance with which the ruled obey the command. Weber identified three types of legitimation, each corresponding to a particular type of domination, because of their to a particular type of domination. They are:

1. **Charismatic authority :** This is by virtue of character, or an extra-ordinary quality of a leader casts spell over his fellows who accept his domination, because of their faith in the leader. In his category administrative apparatus is loose.
2. **Traditional authority :** Because of full faith in traditional status and personal loyalty to the ruler, there is ready obedience to authority. In this category administrative apparatus consists of the personal retainers, servants and relatives.
3. **Legal – Rational authority :** This authority has belief in the rightness of law. People obey the laws because they believe that there are enacted by a proper objective and procedure. In this pattern only bureaucracy is playing a dominant role.

According to Weber, his 'Ideal type' corresponds to the administrative apparatus found in legal domination. The characteristics of bureaucracy are:

1. The Staff members are personally free, observing only the impersonal duties of their offices.
2. There is a clear hierarchy of offices.
3. The functions of the offices are clearly specified
4. Officials are appointed on the basis of contract.
5. They are selected on the basis of a professional qualifications.
6. They have a salary and usually pension rights.
7. The official's post is his major occupation.
8. Promotion is based on seniority or merit.
9. The officials may appropriate neither the post nor the resources which go with it.
10. He is subject to a unified control and a disciplinary system.

These ten features constitute Max Weber's rational type of bureaucracy. The organization has become most satisfactory because of the above characteristics. The bureaucratic theory is characterized by rigidity, flexibility, emphasis on means rather than ends and anti-humanist.

So Weberian Ideal type construct possess special features.

3.2.12.2 Criticism of bureaucratic Theory

Strick's adherence to the principles of hierarchy, stress on rules and written documents makes the bureaucratic organization inflexible. The evil of red-tapism had entered into the administration.

Merton says that the structure especially its hierarchy rules, which is rational in Weber's sense can easily generate consequences which are unexpected and detrimental to the attainment of objectives. Herbert Simon feels that Weber has forgotten the environment factors.

Peter Blau believed Weberian model of Bureaucracy cannot be applied to administrative systems of different places, particularly in the modern developing countries. The bureaucratic model is mechanistic in nature, there is no human relation in this.

3.2.13 Systems Theory

In the general systems theory the main concept is the system. The Oxford English Dictionary defines system as 'organized whole', "an organized or connected group of object", "a set of assemblage of things connected, associated, or inter-dependent so as to form a complex unity, a whole composed of parts in orderly arrangement according to some scheme or plan".

> **Check Your Progress Questions**
>
> 7) Explain the Modern or Systems theory of organization

Ludwig Von Bertalanffy, first used this approach in biology. He said that system as a "set of elements standing in inter-action". Thus the systems theory started in biology and came to social sciences through anthropology and sociology and a little later in political science and later in public administration.

3.2.13.1 Concepts of General Systems Theory

Concept are divided into three categories.

a) Concepts which are of descriptive in nature.

b) Concepts which try to highlight the factors responsible for regulating and maintain systems.

c) Concepts which focus on dynamic of changes in the system.

The first category makes a distinction between two kinds of systems, between open and closed systems, between organismic and non-organismic systems. Internal working of organizations can be understood through degree of integration, differentiation, interdependence or centralization. This type of system also interact with environment and this brings in the concept of boundary, inputs and outputs.

The second category concept helps us in the understanding of factors responsible for regulating and maintaining the various systems. In this category, stability, equilibrium and homeostatic are introduced.

The third category of concept is connected with change. The change can be both disruptive and non-disruptive. Non-disruptive change can be brought about through responses to altered environmental conditions. Non-disruptive change can be either reversible or non-reversible, this brings in concepts such as adaptation, learning and growth. Together with non-disruptive change systematic purposes and goals are studied.

This system theory opened new questions, and create new dimensions for investigations into the administrative process. Organizations export their products to the external environment and these output usually become the inputs of other organizations.

3.2.13.2 Critical analysis of the theory

The theory is criticized as too abstract, and vague approach. Conceptual framework of the systems theory is too abstract to understand the theory. It lacks the property of direct application to practical situations. It failed to offer any tool of analysis. In spite of the criticism this theory has made a valuable contribution.

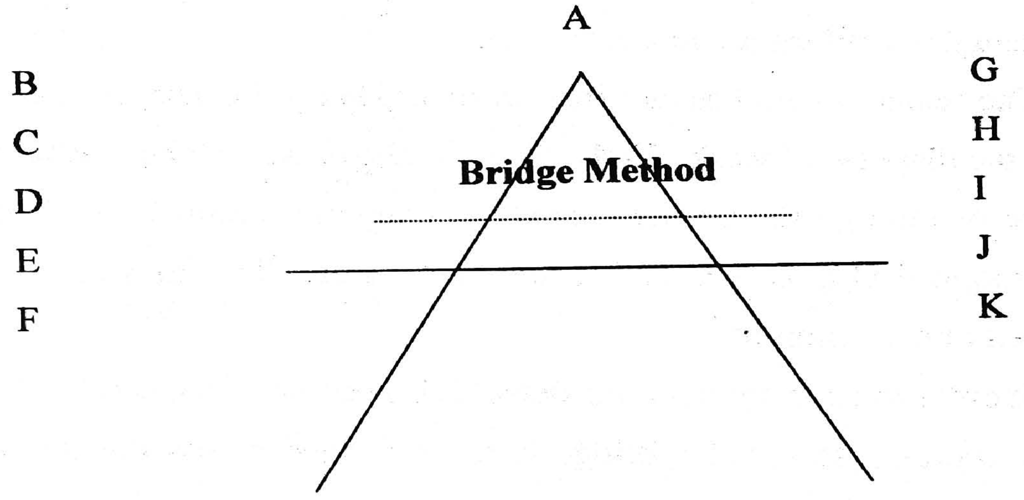
3.3 Principles or Organization

There are several principles or organization. These are the essentials of organization. The classical thinkers consider the principles of organization are very important. The main principles are the following.

1. Hierarchy
2. Unity of Command
3. Span of Control
4. Authority and Responsibility
5. Co-ordination
6. Delegation
7. Supervision

3.3.1 Hierarchy or the Scalar Process

Literally hierarchy means the rule or control of the higher over the lower. Concretely hierarchy means a graded organization of several successive steps or levels in which the levels are immediately subordinate it to the other higher steps right up to the top. It is a method whereby the efforts of many different individuals are geared together. In every large scale organization, there are a few who command, others who are commanded. In the technical language of administration, the hierarchical principle is also called as the scalar principle or scalar process. The word scalar is derived from the word scale, which means a ladder with several steps. In such an organization, authority, command and control descend from the top to bottom step by step. It is an essential principle that no immediate level should be skipped over in the process. So in the administrative hierarchy, the rule of "through the proper channel" reigns supreme. All communications to an employee or an officer must come through his immediate superior or subordinate according as their direction upwards or downwards. The functioning of a hierarchical organization may be illustrated with the help of the following diagram.



Here 'A' is the head of the organization. 'B' is the 'A' immediate subordinate. C is B's immediate subordinate but it also immediately subordinate to 'A' through B. D is immediately subordinate to C but immediately to the other ups. The same is applicable to the other side of the triangle.

If A issues an order affecting 'F', it must reach 'F' through B, C, D, and E and if 'F' addresses a communication to A, it must go to A through G, H, I and J. Thus F, A, K represents the line of authority linking the whole organization together.

3.3.1.1 Merits and Demerits

Some of the merits of the system are as follows:-

1. It serves as an instrument of integration and coherence in the organization. It blinds together the various units and divisions into an integrated whole. The scalar principle is a universal necessity of all organizations.
2. It enables us to fix up responsibility at each level and at each post in an organization. Everybody knows what is position and responsibility are in the organization and to whom he is to account for work.
3. It serves as a channel of communication, both upwards and downwards. Though it every one in the organization becomes aware of the steps through which he has to proceed.
4. It simplifies the procedure of the file movement.
5. Through decentralization and division of labour, it ensures greater precision and efficiency in administration.
6. In the hierarchical organization the work i.e., divided is the policy matter at the top level, the supervisions and control at the middle level and actual operations are left to the rank and file.

The scalar system has its demerits also. That is the delay, which inevitably arises in the disposal of work. In the diagram above we saw how according to the strict rule of through the proper channel, a communication from 'f' to 'k' must travel through E D C B A G H I K and back again. This may mean a delay of days, week or even months.

In order to do away with this defect it is necessary that short cuts should be found. According to Fayol a bridge is to be formed across the formal lines of authority of the hierarchy so that subordinate officers in one department or section. This may be called bridge method or horizontal contact between corresponding levels of organization. With proper confidence and loyalty between superiors and subordinates at each level, the delay of the scalar organizations can be very much reduced, if not altogether eliminated.

3.3.2 Span of Control

Another basic principle of organization is the principle of span of control. By span of control we mean the number of subordinates an officer can effectively supervise. The problem of span of control is a natural outflow of the principle of

scalar organization. Scalar organization involves a number of steps one above another in an organization, each step being beaded by a single person. Now the question arises as to how many persons should work under his control and supervision at the particular level. This problem of fixing the number of steps and subordinates is a problem of span of control.

How many of such successive levels should an organization have? The answer depends upon the total number of employees at the bottom to be supervised and the total number of subordinates each superior officer can effectively supervise. This can be explained through the formula given below.

$$\text{No. of Steps} = \frac{\text{Total number of employees at the bottom}}{\text{No. of Subordinates can effectively be supervised}}$$

To take an illustration, suppose that the number of constables in state, say in Tamil Nadu is 20,000 and one superior can effectively supervise the work of 5 subordinates. The number of steps required in this case would be 7 as shown below.

1	Inspector General of police
6	Deputy Inspector Generals of Police
32	Superintendents of Police
160	Deputy Superintendents of Police
800	Inspectors of Police
4000	Sub Inspectors of Police
20000	Constables (distributed in groups of 5 among 4000 Police stations each under a Sub-Inspector)

If the number of constables were increased to 30,000 and the number, which could be effectively supervised by any one officer, were still 5, the number of steps would increase to 8 as below.

1	Inspector General
2	Deputy Inspector Generals
48	Assistant Inspector Generals
240	Superintendent of Police
1200	Inspectors
6000	Sub Inspectors
30000	Constables

However, we see that a new level of Assistant Inspector General had to be introduced because the number of personnel to be supervised is larger and the supervisory capacity of each office is limited to 5 as in the previous illustration. If each person could supervise 6 subordinates instead of 5, the number of steps required would be about seven again.

The span of control is related to the psychological problem of spam of attention. The number, to which one can attend, is one's 'span of attention'. Span of control is nothing but the 'span of attention applied to the work of supervision and control of subordinates.

There is no general agreement among the writers on Public Administration about the exact number of the span of control. L. Urwick thinks that at the higher levels the span of control varies between 5 and 6 and at lower varies from to 8 to 12. Sir Jan Hamilton on the basis of his military experience put the limit as 3 or 4 only. Lord Haldane and Graham Wallace thought that a chief executive could supervise 1 to 12 subordinates effectively. Neither administrative theory nor practice can lay down a definite number.

However, there are certain general points of agreement about the problem. Firstly, it is agreed that the span of control exist at each level of supervision, and it cannot be exceeded without the danger of break down. Secondly it is recognized that the span of control varies with four factors, namely nature of work, leadership, age of agency and location of the organization units.

3.3.2.1 Nature of Work

Nature of work means the type of work to be supervised. One can supervise more subordinates if the nature of work is of a routine, repetitive, measurable and homogenous character. For example, it is easier to supervise a large number of typists because of the measurable nature of their work, but this will not be so if the nature of work is of intellectual type.

3.3.2.2. Leadership

The span of control increases or decreases depending upon the qualities of the supervisor. If he is intelligent, shrewd and tactful he can supervise a large group of persons. But if he is weak he may not be in position to supervise even a few persons effectively.

3.3.2.3. Age of Agency

Supervisors can be more rapid and span of control may be greater in old established organizations than in a newer one. It is mainly because in the newer organization precedents are few and new problems constantly demand reference to superiors.

3.3.2.4. Location of the organizational units

Supervision becomes easier when the subordinates work under the same roof where the supervisor is; if they work in different rooms or at a distance from the supervisor, supervision becomes difficult.

The concept of span control facilitates the exercise of effective control facilitates the exercise of effective control, direction and supervision by the superiors over the subordinates. The span of control, when the organizer of administration wisely follows it, averts administrative breakdown.

3.3.3. Integration Vs Disintegration

In plain language integration means unification. The parts of a thing are united together and they are in relation to one another. But in technical language of administration integration means connecting one or more independent organizations with the rest of the organizational structure of the country by placing them under the control of the executive.

An integrated administrative system, therefore, all the parts of which are connected together through common ultimate subordination to the chief executive of the country. In the integrated system, the line of authority runs unbroken form the executive through various levels, to all the parts of the system. But in a disintegrated system the line of authority from the chief executive stops short and is broken because of the independent status of the various parts with directly elected officials.

There is perhaps no country in the world, which has got a completely integrated administrative system. For example, in India, we have three governmental levels – union, state and local and the latter two are independent of the former, and of each other to a substantial extent, though not wholly. Thus we have in India a certain amount of disintegration. At the Union level the administrative structure is divided into a number of ministries or departments. All these departments are under the control of the Chief Executive. There are certain agencies like the Union Public Service Commission, the government corporations' etc. which are independent from the Chief Executive in certain

respects, like their tenure and work but they are not completely independent as the American

Regulatory Commissions are. Our union administrative system is therefore, an integrated one, it is the same at the state and local levels.

3.3.3.1. Merits and Demerits of Integration and Disintegration

Co-ordination is an essential factor to run the administration efficiently. The supporters of administrative integration claim that it facilitates co-ordination whereas disintegration creates an anarchy and conflict. On the other hand, the supporters of disintegration claim that there is the possibility of dictatorship by the President if a large increase were made in his power by placing the independent establishment under him. This would affect democracy and individual liberty.

India has inherited from the past an integrated system of administration. Since we have the Parliamentary and responsible type of government we need have no fear of our executive becoming rather peculiar to the USA. The issue of integration Vs disintegration arises only at the top levels of government, federal, state and local. Internally, even the independent establishments are organized in the integrated away. So the theorists as well as practical men are in favour of an integrated system. It is recognized that integration should be the rule and autonomous organizations, the execution. This is the principle on which our Indian administrative system is organized.

The foundation of administration lies within the department. The staff and line within the department. The staff and line are one step removed from the front line. Staff agency serve the executives and lien and not the citizens. The Departments do the major work in the organization. The entire administrative operations are performed by the employees.

There are two main types of organization. One is independent system and the other is integrated system.

Under the uncorrelated system or independent system each service is treated as independent until not having direct relation to other services. The line of authority runs from the operation services direct to the legislature or chief executive. The practice exists in USA. They have five different kinds independent establishments. 1) The regulatory commission 2) the government corporations 3) Professional Service agencies. 4) elected officials such as State Treasury and the Attorney General 5) the auditors. There are a number of boards and commissions.

All these remain independent of each other. They are called the 'headless' fourth branch of government.

Under the integrated departmental system all the services are grouped together. By grouping they are brought into close relationship with one another. They are several parts of one machine. The line of authority runs from services to the departments. This system involves the abolition of the independent status of agencies like the independent regulatory commission. The Indian system of organization is largely integrated. All the agencies performing common functions are grouped into various departments. For example, Defence, Railways, Foreign Affairs, Home Affairs, Education and so on. These departments are placed under the authority of the cabinet ministers. In India there are government corporation, Public service commission and Comptroller and Auditor – General who are independent of cabinet control.

3.3.4. Unity of Command

Unity of command means that no individual employee should be subject to the orders of more than one immediate superior. When there are a direct superior subordinate relations at all level of the organization, there is no confusion of responsibility. Every one in the organization knows who is superior and whom he has to obey. Diversity of commands may also result in the subordinates playing of one superior against another. The principle unity of command is faithfully followed in Military organization.

Sometimes this principle of unity of command casuses difficulties especially in technical functions where administrative and technical activities cannot be combined in the same hands. In technical matter the worker has to be accountable to the technical heads, while administrative matters, he has to be responsible to the administrative head. As an example, the work of medical officer in a municipal office can be taken up. He is under the administrative control of the chairman of the Municipal council. He gives him work relating to public health. He exercises control over the medical officer for the performance of the work. But professionally the medical officer in the municipality is also under the control and command of the State Director of Public Health, who supervises the technical side of the work done by the medical officer. In cases of the work liked this therefore, there is a necessity of dual control.

However, the so-called dual control in technical department is actually on condemnation of the principle of unity of command. For the technical officer's

work is only of a 'staff' nature. They are not directly in the chain of command; they are technical advisers to the head of the department or agency. Another defense of the principle of unity of command is that an employee cannot receive order from more than one superior in respect of the same subject. This principle will be violated only when the employee received order from more than one superior on the same matter.

On grounds of theory, the principle of unity of command seems to be sound. In practice however dual command becomes necessary because dual supervision and control are necessary in all cases of work, which require technical personnel. The adoption of the principle of unity of command will remove. 1. Friction among superiors. 2.Secure teamwork and 3. Ensure responsibility of the subordinate to the superior. The principle is no doubt, necessary for it ensures unity of direction, stability and continuity of command and control and in this way, achieves unit of purpose in diversity of talents, units and activities.

3.3.5. Centralization

The issue of centralization vs. decentralization arises between the superior and subordinate officers within an organization, between the head office and the headquarters and the filed officers, and between the chief executive and the functional departments or agencies. Broadly speaking, an organization is said to be centralized if most of the power of decision is vested in the top level so that the lower ones have to refer most problems to the head of the organization or his immediate subordinates for decision. A decentralized organization, on the other hand, is one in which the lower levels are allowed the discretion to decide most of the matters which come up, reserving comparatively a few bigger and more important problems only for those higher up. The essence of centralization or decentralization, therefore, lies in the distribution of the power of decision. The fewer subordinate centers of decision an organization has, the more centralized, it is, and the larger the number of such centers the more of decentralization there would be. It should also be noted that the difference between centralization and decentralization is one of degree rather than of kind, for no organization can be completely centralized or decentralized. If it were completely centralized, it would mean the location of all power of decision in the head or chief who would be thus overwhelmed with work. On the other had, complete decentralization

would mean anarchy, each unit going its own way in its own sphere. The issue of centralization vs. decentralization, therefore, related to the point where the balance between the two should be struck.

According to Mr.Lilienthal, the chairman of the Board of Directors of T.V.A., the essential characteristics of a decentralized administration are three namely:-

1. The greatest number of decisions should be made in the field, and with this end in view of the field offices must be so selected and trained as to develop the capacity to decide the questions on the spot.
2. A decentralized administration must develop, as far as possible, the active participation of the people themselves, their co-operation and not mere compliance is essential. The services of state and local agencies supplementing and stimulating but not duplicating their staff or equipment should be utilized.
3. Co-ordination of the work of various agencies should be made in the field itself because central co-ordincation means delay, jealousies and jurisdictional disputes.

3.3.5.1 Factors governing Centralization or Decentralization

There are four kinds of factors, which would appear to govern centralization or decentralization. There are:

1. the factor of responsibility,
2. administrative factors
3. functional factors and
4. external factors.

3.3.5.2 Arguments and Influences in favour of Centralization

Growing centralization is one of the most prominent tendencies of administration in modern times. The influences working in favour of such a development are many. Firstly, the swift means of communication now at our disposal have made centralization possible. Today the central authority can communicate with its representatives and subordinates thousands of miles away as quickly as if they were under the same roof with it. Distance as a factor or argument in favour of decentralization has disappeared.

Secondly, there is a widely held belief that central supervision, regulation, and control make for economy and efficiency.

Thirdly, there is the financial argument in favour of centralization.

Fourthly, the needs of modern defence and economic planning also are factors, which contribute to centralization.

Fifthly, centralization means economy of the citizen's attention.

3.3.5.3 The case against Centralization

The fist argument against centralization is that it results in the congestion of business at the higher levels of administrative ladder, creates bottlenecks, and causes delay in making of decisions and carrying them into effect. Secondly, the central authorities, far away from the people, cannot have adequate knowledge of local conditions and problems, which vary from place to place. The result is that centralized administration cannot be adapted to the local variation and neglects precious and vital differences. Thirdly, centralization reduces the opportunities for the popular initiative and participation in administration and thus to weaken democracy. Finally, it is denied the centralization is necessary for economy and efficiency, which, with proper care, can be equally had under a decentralized system.

3.3.6 Summary

This unit provides to understand the basics of Public Administration particularly organizations, theories of organizations, Principles of organizations, administrative behaviour and also to know the importance of organizations, origin, approach to the study of organization, formal and informal organizations, evolution of theory, finding of Hawthorne Experiments, Hierarchy, span of control, integration and disintegration, centralization and decentralization. A question is at times raised as to whether there are general principles of organization. There are writers who dismiss these principles as just "myths" and "proverbs". According to Herbert Simon, "Most of the propositions that make up the body of administrative theory today share, unfortunately, this defect of proverbs. For almost every principles, one can find an equally plausible and acdeptable contradictory principle. Although the two principles of the pair will lead to exactly opposite organizational recommendations, there is nothing in the theory to indicate which is the proper one to apply. It must be admitted that the principles of Public Administration are not axioms and laws of physical science which are true at all times and at all places. Nor are these principles conceived a priori; they are in the nature of inductive generalizations and are the consequence of keen, informed and continuous observation of administrative phenomena.

These principles of organization are neither rigid nor absolute. Flexibility and capability of adaptation to every need are in the essence of these principles. In the words of White, they "suggest only working rules of conduct which wide experience seems to have validated." The responsible administrator must know the principles and apply them with judgement in terms of his immediate situation. Henri Fayol has defined these principles as "acknowledged truths regarded as proven on which to rely.

3.3.7. Keywords

Centralization – Scientific Management – Hawthorne Experiments – Hierarchy – Integration – Disintegration

3.3.8. Answer for CYP Questions

For Question No.1.	Refer Section No.3.2.3
For Question No.2.	Refer Section No.3.2.12
For Question No.3.	Refer Section No.3.2.2
For Question No.4.	Refer Section No.3.2.12
For Question No.5.	Refer Section No.3.2.13
For Question No.6.	Refer Section No.3.2.4.1
For Question No.7.	Refer Section No.3.2.1

3.3.9. Books for further reading

1. The essentials of Public Administration, London, Staples Press, 1953.
2. Simon, Herbert A., Administrative Behaviour, New York, Macmillan Company, 1954.

3.3.10. Questions/Exercise

1. Define Taylorism
2. Define Organization
3. Examine the features of Hawthorne Experiments
4. Criticism of Human relation theory
5. Explain the meaning and importance of organization.
6. Explain the features of Bureaucratic Theory of Organization.
7. Examine the features of Hawthorne Experiments.

Unit-4
KINDS OF ORGANIZATION – MINISTRY OF FINANCE – PUBLIC CORPORATION

INTRODUCTION

The work of Government is, thus, distributed among departments according to four possible bases, namely, function, process, clientele and area. These bases are not alternative bases of organization. All the four bases or principles are pressed into service while dividing the work of Government into departments. No single base, however admirable it may theoretically be, can be made the sold criterion of dividing the work. This point can be illustrated by showing how the four bases have been employed for departmentalization in the Government of India.

OBJECTIVES

To know the kinds of Organization.

To understand the Structure of Organizations.

View regarding the Departmental Organization in the Central Government.

Analyzes the significance of Department.

UNIT STRUCTURE

Introduction

Ministry of Finance

Department of Revenue

Department of Expenditure

Department of Economic Affairs

Department of Banking

Public Corporation

Definition of Public Corporation

Kinds of Corporation

Purpose

Growth of Public Corporation

The Constitution and Functions of the Damodar Valley Corporation

Problems of Public Corporation

The Responsibility of Public Corporation to Parliament

The Responsibility of Public Corporation to Parliament

Protection and Representation of the Consumer's Interests
The Safeguarding of labour interest
Distinction between Public Corporation and Department
Working of the Government Corporations in India
Features of Corporation System
Corporation Method employed for Management of Public enterprises
Financial Self – Sufficiency
Administrative Autonomy
Independent Personnel Administration
Juristic Personality
Independent Regulatory Commissions
Disadvantages
Bases of organization
Functional Principle
The Process Principle
The Advantages of Process Principles are
Defects
The Clientele Principle
Advantages
The advantages of clientele principles are
Defects
Geographical Principle
Merits
Demerits
Which Principle is the best
Summary
Keywords
Answer for CYP Questions
Books for further reading
Questions/Exercise

MINISTRY OF FINANCE

4.1 Introduction

Types of Organizations are many. One is the Department, another is the Corporation, the Independent Regulations Commission etc. Now we will discuss the Department.

The Ministry Finance traces its origin from the year 1810 when a separate Department of Finance was first set up in the supreme Government of India. Till 1846, however, it did not have the services of a full-time secretary. In 1843 when the joint secretariat for the Supreme Government and Government of Bengal was abolished, the Finance Department of the Supreme Government became the charge of a separate Secretary. In 1947 the Department of Finance, was formed and it consisted of three wings, namely, Expenditure, Economic Affairs and Revenue. In 1947 the Ministry of Finance was organized into two Departments, namely (i) Department of Revenue & Expenditure and (ii) Department of Economic Affairs.

The Ministry of Finance is responsible for the administration of the finances of the central government as well as of financial matters, which affect the country as a whole. It administers the direct and indirect taxes levied by the central government. It is, therefore, this Ministry, which raises the requisite resources, both internal and external, for developmental and other needs. It, thus, shapes the taxation policy of the government. It also regulates the government's borrowing policies. It administers the financial rules and regulations, decides on delegation of financial powers to various ministries, scrutinizes financial proposals and sanctions to the ministries in matters that are not explicitly covered by powers delegated or conferred by rules or by any general or special order. It, thus, controls the entire expenditure of the central government, whether within the country or abroad, including transfers to state governments and public undertakings. It controls the foreign exchange resources of the country, administers the foreign exchange act and deals with foreign investment in India. Also, it attends to matters relating to banking, insurance, currency and coinage.

A cabinet minister who is assisted by a minister of state and deputy minister heads the Ministry of Finance.

The Ministry of Finance is at present organized into the following 3 departments.

1. Department of Revenue
2. Department of Expenditure
3. Department of Economic Affairs

Each department is under the administrative charge of a secretary, secretary (expenditure) and secretary (economic affairs).

4.2.1 Department of Revenue

The Department of Revenue controls the revenues relating to all direct and indirect central taxes. This control it exercises through two statutory boards under it, namely, the Central Board of Direct Taxes and the Central Board of Excise and Customs. The chairmen of these two boards function as ex-offcio additional secretaries to the government in the Ministry of Finance. Also, the Department of Revenue administers matters relating to insurance, central sales tax and the Gold (Control) Act.

Check Your Progress Questions

1) Describe the organizatio and structure of Ministry of Finance

4.2.2 Department of Expenditure

The Department controls the entire expenditure of the central government. It is divided into the following six divisions: (i) Establishment Division, (ii) Civil Expenditure Division, (iii) Defence Division, (iv) Cost Accounts Wing, (v) Plan Finance Division and (vi) Bureau of Public Enterprises.

The Establishment Division administers the financial rules and regulations including those relating to the conditions of service of the central government personnel. The Civil Expenditure Divisions – for there are eleven such divisions at present – render financial 'advice' to the administrative ministries (other than the Ministry of Defence) on their financial proposals. Because of the strategic importance – and also, size – of the Ministry of Defence, a separate division, knows as the Defence Division, is in existence and it provides financial advice of Ministry of Defence and organizations under (Ministry of Defence) on their financial proposals. The Plan Finance Division deals with state government plans, state government finances, and central and state legislation, advises on state governments' proposals for investment in industrial enterprises and irrigation, power and flood control projects. It conducts studies on taxation and budgets of

the states. This division also undertakes the scrutiny of the proposals of the central ministries for projects, which involve substantial capital expenditure. The Bureau of Public Enterprises is a service co-ordination and evaluation agency for public undertakings with the objective of strengthening and integrating the arrangements for coordination and evaluation of technical, economic and financial aspects of projects and the working of public undertakings.

4.2.3 Department of Economic Affairs

The department Economic Affairs prepares the budget of the central government, assesses foreign exchange needs and resources and mobilizes and allocates resources, internal as well as external to the ministries. It formulates policies relating to currency and coinage, capital issues and foreign investments. It regulates stock exchanges in the country.

The Department of Economic Affairs is divided into the following five Divisions: (i) Budget Division, (ii) External Finance Division, (iii) Internal Finance Division, (iv) Economic Division, (v) Administration Division. The Budget Division prepares and submits the budget of the central government (other than for the ministry of Railways which has its separate budget) as well as the supplementary demands for grants and demands for excess grants. This division also deals with the budgets of the union territories as well as the supplementary demands for grants and demands for excess grants. This division also deals with the budget of the union territories as well as of those states, which come under the President's Rule. It regulates and controls public depts. And governmental borrowings. Matters relating to audit and accounts also fall under the control of this division. Above all, it keeps a watch on the ways and means position of the central and state governments and administers the Contingency Fund of India.

The External Finance division is responsible for foreign exchange budget, foreign investment and other external finance including technical assistance. The Internal Finance Division is responsible for the control of capital issues as well as of matters relating to currency and coinage. The Economic Division, which is an advisory wing of the Department of Economic Affairs, engages itself in the examination of trends in the country's economy. It undertakes technical economic studies with a view to advising the Ministry of Finance on issues of economic policies. The Administration Division, as its name suggest, looks after

the administrative matters of the Department of Economic Affairs including Organization & M and Vigilance.

4.3 Department of Banking

The Department of Banking was in operation upto 1977 which deals with matters relating to Indian banks including, of course, the fourteen nationalized banks, foreign banks operating in India, cooperative banking, long-term financial institutions (excluding the Life Insurance Corporation and the Unit Trust of India) and the Reserve Bank of India.

The Department of Banking comprises the following five divisions (i) Banking Operations Division, (ii) Industrial Finance Division, (iii) Agricultural Finance Division, (iv) Development and credit Policy Division and (v) Coordination, Vigilance and Industrial Relations Division.

The department of Banking has been abolished from 1977.

4.4 Public Corporation

4.4.1. Definition of Public Corporation

There are many types of organizations namely Dept., Board, Corporation etc. One of the organization is Corporation type.

Different scholars have defined Public Corporations in different ways. Public corporation according to W.A. Robson, is "the most important innovation in political organization and const5itutional practice" in 20th century and further he adds that, "public corporation is the appropriate instrument for operating nationally-owned undertaking enquiring management of a commercial or industrial character". According to S.S. Khere, "Every public corporation is a legal person". In the words of Prof. Pfiffner, "A Corporation is a body framed for the purpose of enabling a number of persons to act as a single person" M.C. Shukla describes it as "a corporate body created by legislature with defined powers and functions and financially independent, have a clear-cut jurisdiction over a specified area or over a particular type of commercial activity".

The essential feature of a corporation is said to be the feature of several individuals who act as one. Thus the corporation is viewed as an artificial person, which is authorized by law to carry on particular activities and functions. Herbert Morrison defines a public corporation as, "a combination of public ownership, public accountability and business management for pubic ends". In other words of M.E.Dimock, it is, "a publicly owned enterprise that has been chartered under federal, state or local law or a particular

business of financial purpose". Juristically speaking, a corporation means a group of persons acting as a single legal personality.

4.4.2 Kinds of Corporation

According to L.D. White there are three types of public corporations. This is from the point of view of other ownership, and control. There is the corporation in which the whole or the major portion of the stock or capital is provided by the government and in which all or majority of the members of the board of directors consists of government nominees. There is the mixed corporation in which the government has either some investment or some nominees on its board of directors or both. In this type the government do not have majority interest or representation. There are private corporations established under law, in which the government has neither investment nor representation on the board of directors but over which it may have some powers of supervision and control under the incorporation law.

Check Your Progress Questions
2) Define Public Corporation. Explain its kinds and purpose

It is obvious that of the three types the first alone is of true Government Corporation.

4.4.2.1 Purpose

The purposes for which corporation are created, are mainly three namely:

The extension or facilitation of credit:

The management and operation of some industrial or business undertaking:

Undertaking the multipurpose development of some region.

4.4.3 Growth of Public Corporation

Public Corporation for the purpose of carrying business enterprises is comparatively a recent growth. In Britain, Public corporation perform government specialist technical or cultural functions with varying degrees of freedom from the executive. (Governmental function Charity Commission 1853, Specialist technical-Medical Research Council 1928, cultural the Arts council 1940). They date back to the early 19 the century. Of the pre-1945 corporations, mention may be made of Port of London Authority (1908). British Broadcasting Corporation (1927), the British Overseas Airways Corporation (1939). The post-1945 corporations established by the Labour Government, mention might be made of the National Coal Board (1946) and the National Gas Council (1948).

The first and oldest of the government corporations in the USA is the Panama Rail Road Company established in 1940. The reconstruction Finance

Corporation (1932). The Tenneese Valley Authority (1933), Defence Homes Corporatins (1940), the U.S. Commercial Company (1942) are some of the important corporations in the USA.

In India before Independence, there was only one corporation. The Reserve Bank of India was established in 1934. After independence the first government corporation was the Rehabilitation Finance Corporation (1948), which was followed by Damodar Valley Corporation (1948), the Industrial employee's State Insurance Corporation (1948), the Indian Air Lines Corporation (1953), Air India International (1953) and the Life Insurance Corporation (1954). Besides these corporations at the national level the state established Road transport corporation and State Financial Corporation Act of 1948 and the State Financial Corporation Act of 1951.

In the USA corporations were the creatures of emergency created by war and the depressions of 1929. But in Britain and India, most of Corporations were established on a permanent footing to take charge of a particular enterprise or to provide credit.

The principal features of a public corporation may be listed as below:

1. It is owned by the state.
2. It is created by a special law defining its objects, powers, duties and privileges, and prescribing the form of management and its relationship with government departments.
3. As a body corporate, it is a separate entity for legal purposes and can sue and be used, enter into contracts and acquire property in its own name.
4. Except for appropriations to provide capital or to cover losses, it is usually independently financed; it obtains funds by borrowing either from the government or, in some cases, from the public and through revenues derived from the sale of goods and services, and has the authority to use and re-use its revenue.
5. It is ordinarily not subject to the budget, accounting and audit laws and procedures applicable to government departments.
6. It is generally exempted from most regulators and prohibitory statues applicable to expenditure of public funds.
7. Excluding the officers taken from government department on deputation, the employees of public corporation are not civil servants, and are not governed by government regulations in respect of conditions of service.

We will discuss one Corporation namely Damodar Valley Corporation in India.

4.4.4 The Constitution and Functions of the Damodar Valley Corporation

Closely following the aims, objects, composition and powers of the Tennessee Valley Authority (T.V.A) of U.S.A. the Damodar Valley Corporation (D.V.C.) of India was established by an Act of the government for the development of the Damodar Valley in the provinces of Bihar and West Bengal. It has its own fund subscribed by each participating governments. With the approval of the central government, it may borrow money in the open market, it can acquire and hold property. It is expected to make profits out of its irrigation, power and flood-projects and these profits are liable to Income tax like those of private companies. After providing for depreciation, reserve and other funds, the net profits from the three kinds of project are to be credited to the participating governments in proportion to their respective share in the total capital cost of the project. In the same way, deficit can be made good by them proportionately.

The corporation consists of a chairman and two other members appointed by the central government. No statutory tenure of office is laid down for the members, A member may be removed or suspended by the government for certain reasons. The central government also appoint for the corporation a secretary, a financial advisor, a deputy secretary and two under secretaries. The corporation is empowered to appoint one or more advisory committees. The secretary is the chief executives officer of the corporation. The corporation in consultation with its financial advisor is to prepare its budget in the prescribed form. The budget is to be laid before the legislatures of participating governments. It maintains its own audit system and its accounts are not subject to the inspection of the Auditor General of India.

The Corporation is an autonomous body for all purposes except in matters of general policy for which alone it is under the control of the central government of India. In order to ensure the responsibility of the corporation for its proper functioning the central and concerned state governments exercise several means of control over the corporation. (a) The central government appoints the board, the financial advisor, the secretary, the deputy secretary and the tow under secretaries (b) The corporation furnishes every October to each participating

governments a detailed annual report of its activities during the previous financial year and also an audited copy of the annual financial statement and accounts together with the audit officer's report (c) The participating governments establish an advisory committee to advise the corporation on all matters and also a technical committee to scrutinizes the detailed project estimates of the corporation (d) Periodically inter-state conferences are held to review the work and progress of the corporation, (e) Capital investments and borrowing by the corporation require governments approval (f) Construction of canals and distributaries is subject to the approval of the provincial governments concerned, which shall not be unreasonably with held. Any dispute between the corporation and any participating government shall be referred to an arbitrator who shall be appointed by the Chief Justice of India.

Some deficiencies in the working of the Damodar Valley Corporation are noted by Gorwala. They are lack of proper control over corporation, lack of special measures to deal with evils and injustices which arise from patronage and the absence of labourer's share in the management of the enterprise. Again the corporation is not responsible to the people of that area as the Tennessee Valley Authority is in the U.S.A.

In India some Public enterprises are managed departmentally specially to full accountability to parliament. Where an activity or an industry touches the vital functions of the state like defence or the necessaries of the people like food, it is usually managed departmentally even though it may be commercial in character. Other enterprises of a commercial or industrial nature may be and usually are placed under the corporations., Only highly commercialized services which involve intensive complexities and which require business technique are placed under corporations.

4.4.5 Problems of Public Corporation

The Corporation method of organization of public enterprise gives rise to a number of problems. Though the corporations are expected to be autonomous in administrative matters, yet their autonomy cannot be interpreted to be of an absolute or unlimited character because Public Corporation however autonomous, are expected to be of some service to the public and thereby hold themselves responsible to the public. The objects of public corporations are not merely the achievements of immediate commercial targets but also the achievements of certain other objects. These are

1. Public ownership in order to plan against unemployment
2. Creation of more opportunities for promotion of ability
3. Extension of industrial democracy and
4. Replacement of motive of private by motive of responsibility and the service to the community. It is respect of these aims that success or failure of this system will be judged. From the administrative point of view public corporation system prevents three problems, namely:
   (1) Problem of ensuring responsibility of the corporation to the parliament.
   (2) Problem of the protection of consumer's interest and
   (3) Problem of labour welfare.

4.4.6 The Responsibility of Public Corporation to Parliament

Public corporations performing function of an industrial nature have freedom from interference by the administrative authority of the government. The procedure of operation modeled on that of private business and industry. Yet public corporation is ultimately responsible to the public. This responsibility can be ensured only by the government through some power or control exercised by it.

On behalf of the Parliament the minister exercises a limited control over the corporation. The ministerial control is confined to three things, namely (a) the appointment and removal of directors of public corporations (b) giving of directions in matters of general policy and (c) exercises of rights to obtain its information and reports from the Corporation.

Every year public corporations submit annual reports to the parliament on their administration and finance. The minister is expected to answer any question regarding their reports. But full control cannot be exercised over the corporations by the minister because they are not under budgetary or administrative control of the minister.

Yet the relationship between the minister and the corporations is to be found in the control exercised by the minister over all matters of policy concerning corporations. Hence, the minister exercises his control over the corporations in all policy matters. The corporations are free to manage their day-to-day and internal administration. The government does not interfere with the detail and technical affairs of the corporations nor does it allow policy to be

placed in the hands of the Board of Directors of the corporations. But here the difficulty that arises in most cases is in distinguishing between the matters of general policy and matters of day-to-day affairs. Sometimes even a matter of daily routine may become a matter of policy and therefore there is always a tendency on the part of either the minister or the corporation to transgress the limits of legitimate jurisdiction.

The minister exercises control over the choice of the members of Board of Directors. His sanction is necessary and desirable for every new capital outlay for the expansion of the activities of the corporation, even though the funds required of such expansion are provided from the reserve fund of the corporation itself.

With regard to personnel administration of the public corporation, the government in some countries exercise some control. Under it the Government retains the prerogative for selection of chairman. And Members of the board of directors are delegated to the companies with the power to recruit, train and promote personnel for the bulk of the managerial posts. The parliament has opportunities to review the work of the public corporations, when original or supplementary grants are discussed when the auditor's reports are discussed and during the time of question hour.

4.4.7 Protection and Representation of the Consumer's Interests

The second problem about public corporation concerns is about devising a suitable machinery for protecting and safeguarding the consumer interests. In private enterprises, usually prevailing conditions and competition protect the consumer's interest. In public corporations the hold on manufacture and distribution of goods are inn consumer's hands. Hence, it becomes necessary to give representation for consumer's interests while fixing the prices.

This purpose is served by consumer's council. These councils are only representative bodies and their powers are only advisory. They are appointed by the minister among the interests concerned. They provide a forum among the expression of public grievances and they may advise the corporation. Mr. A.D. Gorwala in his report mentioned about the efficient conduct of price tribunals to examine all rates charged and to hear complaints from any one regarding prices etc. Such tribunals are also expected to offer valuable protection against unfair charges inferior quality and individuals preferences.

4.4.8 The Safeguarding of labour interest

The third problem concerns the safeguarding of labour interests in the public corporation. The aim of public ownership is industrial democracy and general welfare of the community. Under this, facilities will have to be provided for the protection of the interest of the labour and to give them a share in the management also. Professor Laski said, "classes excluded from a share in a benefit". Representative councils of labourers are appointed to advise the management in matters like fixing hours of work, leave rules, holidays, amenities for life, protection against exploitation, insurance, causalities and other conditions of life. Labour tribunals must be established to settle certain disputes between the management and the labourers and these tribunals should comprise equal number of representatives of labour and management with a chairman from among the judges of high court.

4.4.9 Distinction between Public Corporation and Department

Though both are called line agencies, there are differences between them. They differ in the nature of their relationship with government and in the nature of their administrative procedure. The departmental system of organization is usually followed for the performance of activities of a regulatory nature. The public corporation system is usually employed in public business enterprises. The departments are services which spend money allotted to them by the government every year. But the corporations earn money through the production of services and they spend that money for the maintenance and expansion of those services.

There is direct relationship between income and expenditure of public corporation. This is not found in the departmental service. The governments decides to continue the corporation if it is able to earn money and support itself and thereby secure some benefit to the government also. But in the case of the department, they are allowed to continue, even though they do not secure any benefit to the government in the shape of income. The public corporations are operated on a self-supporting basis, that is, they have own assets and liabilities but the departments of government are not operated on a self supporting basis.

The public corporations enjoy freedom form departmental control in all matters of procedure and personnel. A public corporation follows its own procedure in matters of finance. It can raise its own capital, earn income, accumulate savings, build up reserves, borrow and make its own budget. This procedure cannot be adopted by the departments. Further a public corporation

adopts its own procedure for the recruitment, promotion and removal of its personnel. A department has to follow general civil rules in these matters.

4.4.10 Working of the Government Corporations in India

The general criticism levelled against the working of the public corporation in India is that there is too much governmental interference in the affairs of the corporations. Mr. Gorwala is this, "Report on the Efficient conduct of state enterprises" said that the Damodar Valley Corporation was subjected to too much interference.

Dr. Kalial the first Director General of the Industrial Employees State Insurance Corporation, bitterly complained of similar interference by the Ministry of Labour in the affairs of that Corporation.

The Chagla commission, in its enquiry into the Mundhra Deal, pointed out that the Life Insurance Corporation had also been subjected to serious interference by the Finance Ministry in its day-to-day transactions.

On the other hand the corporations have complained about undue restrictions from the side of the government in matter of capital expenditure, foreign exchange etc.

In India, those who had to run the corporations had no previous experience and this was the reason for a number of mistakes. It was hoped that course of time the necessary experience will be acquired and the working of the corporations will improve.

4.4.11 Features of Corporation System

4.4.11.1. Corporation Method employed for Management of Public enterprises

The Corporation method is followed for the purpose of managing the public enterprises. Corporation method is the best because the success of business operation depends upon conformity to condition in the market and upon the observance of departmental method they will be ruined because of the game of party politics. Hence, public enterprises are not generally under departmental system of management but by under the management of corporations. But not all public corporations, some are put under other forms of management also.

4.4.11.2. Financial Self – Sufficiency

The second characteristic feature of corporation system is its financial self-sufficiency. Any business concern must be financially autonomous in order

to carry out its activities. The financial procedure which is followed in Public Administration is unsuitable to a business enterprise. The procedure followed by the government in financial matters is rigid, cumbersome and dilatory whereas business requires flexible methods, simplicity in procedure administration promptness in dealings. Hence it is clear that public corporation could not carry out their activities without financial autonomy. Freedom from departmental interference is necessary to ensure adequate flexibility in the operation of an enterprise. So a public corporation acquires its own finance at the time of incorporation. It adopts its one methods of accounts, sanctioning and auditing and also exercises within certain limitation borrowing powers. It draws up its budget separate from that of the government. It submits annually a report on its administration and financial conditions to the parliament. But parliament does not control its finance.

4.4.11.3 Administrative Autonomy

The third characteristic feature of the public corporation is its administrative autonomy. Because public corporations have to work on business principles, the government exercises only the power of policy making and of giving general directions in public interest. All matters of daily management are left to the corporation themselves. The corporation draws its programmes and plans, adopts its own method and techniques, employs its own staff and supervises its own operations: It enjoys a large degree of independence in matters of current administration. Its responsibility to the public is obtained through a representative board of directors. Again, the board of directors of a public corporation does not usually include administrative officials; but only experts of outstanding ability and achievements in the field of business of corporation.

4.4.11.4 Independent Personnel Administration

Public corporations also have their own independent system. They recruit, train and manage their own personnel. The civil service rules cannot be applied to the business enterprise, because of the departmental pattern of organization of public enterprise which is no suited to consumer's goods. The skill and efficiency of the personnel is necessary for the success of the business enterprise. So in business personnel administration is to be different from the public or departmental personnel administration with a flexibility and human touch in it. Every corporation must develop its own pattern of personnel administration or suit its peculiar needs and the pattern must conform to the democratic standards.

4.4.11.5 Juristic Personality

The corporation is a juristic person. It is a body or group of natural persons legally recognized. It has propriety rights. It has perpetual, succession and a common seal and it can acquire, hold, transfer and enter into contracts. Corporations are created by relevant laws enacted by the legislature. This method is called corporations.

4.4.12 Independent Regulatory Commissions

The Independent Regulatory Commissions are peculiar to the constitutional set-up of the United States of America. The first independent regulatory commission, set up by the Federal Government, was the Inter-State Commerce Commission in 1887. The following are the main commissions in the Federal Government of the U.S.A., which are as under;

1. The Inter-State Commerce Commission 1887.
2. The Board of the Governors of the Federal Reserve System 1913.
3. The Federal Trade Commission 1914.
4. The Federal Communications Commission 1934.
5. The Federal Power Commission 1930.
6. The Securities and Exchange Commission 1934.
7. The National Labour Relations Board 1935.
8. The United States Maritime Commission 1936.
9. The Civil Aeronautics Board 1938 and 1940.

> **Check Your Progress Questions**
> 3) Examine the nature and importance of independent Regulatory Commission.

According to Pfiffner, the functions of the commissions are three:

(i) to inform the industry and other regulated groups as to the objectives of public policy in so far as regulation is concerned.

(ii) to discover and promulgate the rules and regulations which will ensure that this policy is achieved;

(iii) to enforce such regulations either by adjudicating controversies arising between the public and the interest regulated or by prosecuting acts which violate established policy.

According to Willoughby, "These bodies have two prime functions, to formulate rules and regulations having the force the law in determining the rates and conditions of service of public utility corporations, and to pass upon issues affecting public and private rights arising under such rules and regulations, or the

statues authorizing the formulation and promulgation of such rules and regulations".

The main functions of these commissions can be summarized:

Firstly, they setup standards, rules and regulations to govern the behaviours of a particular industry.

Secondly, they enforce these standards, rules and regulations and

Thirdly, the prosecute the defaulters.

They, therefore, enjoy both the powers to make administrative legislation and to adjudicate administrative disputes. They regulate the economic activities by three different procedures: (a) by rule making which means by elaborating and defining the general norms as laid down in the parent Acts, (b) by administrative methods such as licensing, inspection, publicity, etc., and (c) by case-by-case decision method which is used on complaints against the violation of the law or the norms laid down.

The functions of these commissions are a mixed nature – administrative, quasi – legislative, and quasi – judicial. They frame rules and regulations, execute these rules and hear appeals against their own decisions. It is on account of the mixed nature of their functions that they have been called 'the fourth branch of the government.

These commissions are staffed by experts and are relatively small. They are collegial in character and consist of a group of men discussing and deciding by majority vote. They are relatively independent of the Chief Executive, i.e., the President. They are neither responsible to him nor report to him. Though appointed by the President, he cannot remove the members except on grounds specified in the statue creating the commission. It is because of these reasons that these commissions have been described as 'headless' for they own no subordination to the President or any other executive authority.

The independence of this regulatory commission is relative and not absolute. Firstly, the Civil Service Commission in personnel administration controls them. Secondly, their budgets are subject to the review of the Bureau of Budget, which is a staff agency of the American President. Thirdly, their actions are subject to the judicial review and can be declared void. The judiciary examines their actions. Finally, they are subject to the control of the Congress. They receive their annual appropriations from the Congress, which has the power to order an investigation into their working and operations.

To sum up, the advantages of independent regulatory commissions are:

(i) It creates a device, which makes it possible to execute the quasi – legislative, and quasi – judicial activities from the hands of bureaucracy.

(ii) It puts the activities of national importance and of a technical nature outside the bane of party policies.

(iii) It is good device of harmonizing the generalized and specialist administrator's relationship, which are hard to achieve in a Departmental system of organization.

(iv) It brings different shades of opinion and interests together to shoulder a national problem.

(v) It insulates the process of business from partisan political forces by making it plural-header.

4.4.12.1 Disadvantages

The regulatory commission owes no responsibility to any constitutional authority. The function outside the administrative set-up of the President and have been rightly called as 'headless'. No wonder, they have been called as 'irresponsible commission', 'the fourth branch of the government', 'areas of unaccountability', and so forth. The Commission combines in themselves the function of the legislator, prosecutor, and the judge, thereby jeopardizing the rights and liberties of the people.

It is also said that the commissions are unwilling to made use of the auxiliary services such as statistical, economic, legal services, etc., of the other departments. This results in high expenditure and duality of personnel, etc.

It is also said that these regulatory commission suffer from undue laxity and slackness the performance of their functions. This is on account of the fact that they are neither responsible to the President nor accountable to the Congress in any effective manner.

4.5 Base of Organization

Check Your Progress Questions
4) Explain the different bases of organization

There are four different principles on which they are organized. They are the bases an organization. They are:

(a) The Functional or Purpose Principle.

(b) The Process or Professional Principle

(c) The Clientele or Commodity Principle

(d) The Geographical or Area Principle.

4.5.1. Functional Principle

Let us analyze what are the features of Functional Principles. In this category, organization is organized of the nature of functions or purpose, Health, Labour, Transport, Communication community development, Defence, Commerce is example for functional principles.

Let us analyse the advantages of functional basis. In 1919 in Britain, The Haldane committee Report briefs the advantages of functional basis.

1) It facilitates the performance of a given task. All the administrative units concerned with the job are with in the same department and so also under the same direction.
2) If the relevant units were scattered, it will eliminate the waste of time and energy. It will be economical.
3) It will be easier to fix the responsibility. For example if there is the failure of law and order the police department will be blamed.
4) Overlapping and duplication of work will be minimized.
5) It ensures better discipline because the personnel will be required to work as a unit under the direction and control of one chief officer.
6) It makes the administrative organization intelligible. Citizens can understand the broad purposes of the government.

Functional principles are not without defects.

(1) The term Function is an elastic term. It can be interpreted too narrowly or too broadly. Function can be treated separately and also put together in the name of welfare administration.

(2) Sometimes subordinate type of work may be neglected. Education department may not give importance to health education.

(3) Functional basis may lead to departmentalization

(4) There occurs some overlapping and duplication of work. Generally it is incidental services which have to be duplicated.

4.5.2 The Process Principle

Process refers to a technique or primary skill. This skill generally is specialized in nature. Example of process principles are engineering, accounting, stenography, legal advice and so on. A Department may be created on the basis of technical skill or specialization. This Departmentalization according to process

brings together in a Department all those who have had similar professional training or who have similar skill.

4.5.3 The Advantages of Process Principles are

1. It facilitates the maximum amount of specialization and the utilization of latest technical skill.
2. It avoids unnecessary duplication of work. Thus brining efficiency.
3. It facilitates uniformity and co-ordination.
4. It makes cost analysis easier so also calculation.
5. For the development of career service, the process system is the most advantageous.

4.5.3 Defects

(1) It is very difficult to achieve co-ordination. (2) A simple skill in the various technical processes is not a good administration (3) It attaches more importance to the means than to the ends. The public welfare is avoided. (4) There would not be economy but financial extravagances will be there. (5) It may create an attitude of professional arrogance. Naturally conflicts and rivalries emerge. (6) The service of general administrators will not be used properly. The heads of the departments will be technical people.

4.5.4 The Clientele Principle

When an organization is organized to meet the special problems of community, it is called as the clientele basis. The problem of a particular section is dealt by it. For example, Scheduled Caste, Scheduled Tribes, Departments or Children's Bureaus.

4.5.4.1 The advantages of clientele principles are

1) Groups and administration relationship is simplified. For example farmers department. Every need of the farmer is looked after by the department.
2) Several services of the department are co-ordinated, because all the works are under one department.
3) The staff of clientele department develop the capacity to understand and solve whole problems and its does not deal in a fragmentary way.
4) Clientele would develop behind the departments the support of pressure groups.

4.5.4.2 Defects

1) Clientele cannot have universal application. Because sometimes it may create thousands of groups. So it may produce multiple departments.
2) It is very difficult to clearly demarcate the jurisdiction of the various departments.
3) It is against the principle of specialization. Because it is multifunctional. And also each department deals with heterogeneous problems of a group.

4.5.5. Geographical Principle

In this the territory serves as the basis of the organization. For example Foreign Affairs Department. Within the foreign department there are territorial divisions.

4.5.5.1 Merits

1. This facilitates the adaptation of policies to the needs of the areas concerned.
2. This facilitates the proper expression of the needs of the people in the different regions.
3. If it is most suitable basis for distance organization, How the imperialist ruled India form long distance, ~~is~~ the best example.

4.5.5.2 Demerits

1. Uniformity is administration is difficult.
2. This encourages localism instead of nationalism.
3. It encourages specialization
4. It encourages regional interests.

4.5.6 Which Principle is the best

None of the basis is absolutely the best. Circumstances and objectives will only decide the basis of organization. If the service to the people is important then the functional principle is followed. Economy in the technical staff will automatically have the process base.

On the basis of organizing the organizations overlap each other. An organization which may look functional in one angle may be clientele from another angle. Each function involves processes also. For example Defence department, which is not based on functional principle but also process as war which is to conducted by the department of Defence.

No Departments are wholly constructed form top to bottom on a single principle. At the Departmental level it is a single principle but when we descend

to divisions and sections different principles may be the basis. To conclude the various bases of an organization supplement each other.

4.6. Summary

This Unit provides details to understand kinds or organization particularly Ministry of finance Department of Revenue & expenditure and Department of Economic Affairs. Definition of Public Corporation ,Kinds corporation, Growth of corporation , The Constitution and Function of the Damodar Valley Corporation, Protction and Representation of the Consumer's Interests, Distinction Between Public Corporation and Department, Independent Regulatory Commissions is also explain briefly.

Keywords

Administrative Autonomy – Juristic Personality – Independent regulatory commissions

4.8 Answer for CYP Questions

For Question No.1.	Refer Section No.4.2.1
For Question No.2.	Refer Section No.4.4.2
For Question No.3.	Refer Section No.4.4.12
For Question No.4.	Refer Section No.4.5

4.9 Books for further reading

1.The essentials of Public Administration, London, Staples Press, 1953.

2.Simon, Herbert A., Administrative Behaviour, New York, Macmillan Company, 1954.

4.10. Questions/Exercise

1. Describe the Organization and structure of Ministry of Finance.
2. Define Public Corporation. Explain its kinds and purpose
3. Examine the nature and importance of independent Regulatory Commission.
4. Explain the different bases of organization.

Unit – 5

STRUCTURE OF ORGANIZATION LINE AND STAFF AGENCIES – CHIEF EXECUTIVES

INTRODUCTION

Line Agencies in the Government, broadly speaking, include Departments, Public Corporations and Commissions. A department is the fundamental organization unit of administration on which rests the obligation of carrying on governmental operations. This unit is the highest one is the administrative hierarchy, immediately below the Chief Executive and responsible and subordinate to the latter. These are the two tests of determining whether a particular unit is a department or not. The department is the traditional and most important form of dividing and conducting governmental operations. "The departmental system is the natural out-growth of the need for the division of labour in administrations, and becomes acute when the functions of an enterprise multiply over and over as in the case of a modern government and specially the federal government.

OBJECTIVES

To distinguish between Line and Staff in Organization.

To know the Types of Chief Executive and real Chief Executives.

To analyze the power and function of the Chief Executive and Qualities of Successful Executive.

UNIT STRUCTURE

Introduction

Line agencies

Types of Line Agencies

The characteristics of Line Agencies

Staff Agencies

Characteristic features of staff agencies

Functions of staff agencies are

Distinction between Line and Staff

Line and Staff conflicts

Auxiliary Agencies

Distinction between Auxiliary and Line

Important Auxiliary agencies of the Government of India are

The Chief Executive

- Types of Chief Executive
  - The Titular and Real Chief Executive
  - Parliamentary and Presidental type of the Chief Executive
  - Swiss Collegial Executive
- Types of Local Executives
- The Chief executive as the Head of the State
- Functions and powers of the Chief Executive: His Dual role
- Chief Executive as the head of the Administration
- Chief Executive's real role
- Qualities of successful executive

Summary

Keywords

Answer for CYP Questions

Books for further reading

Questions/Exercise

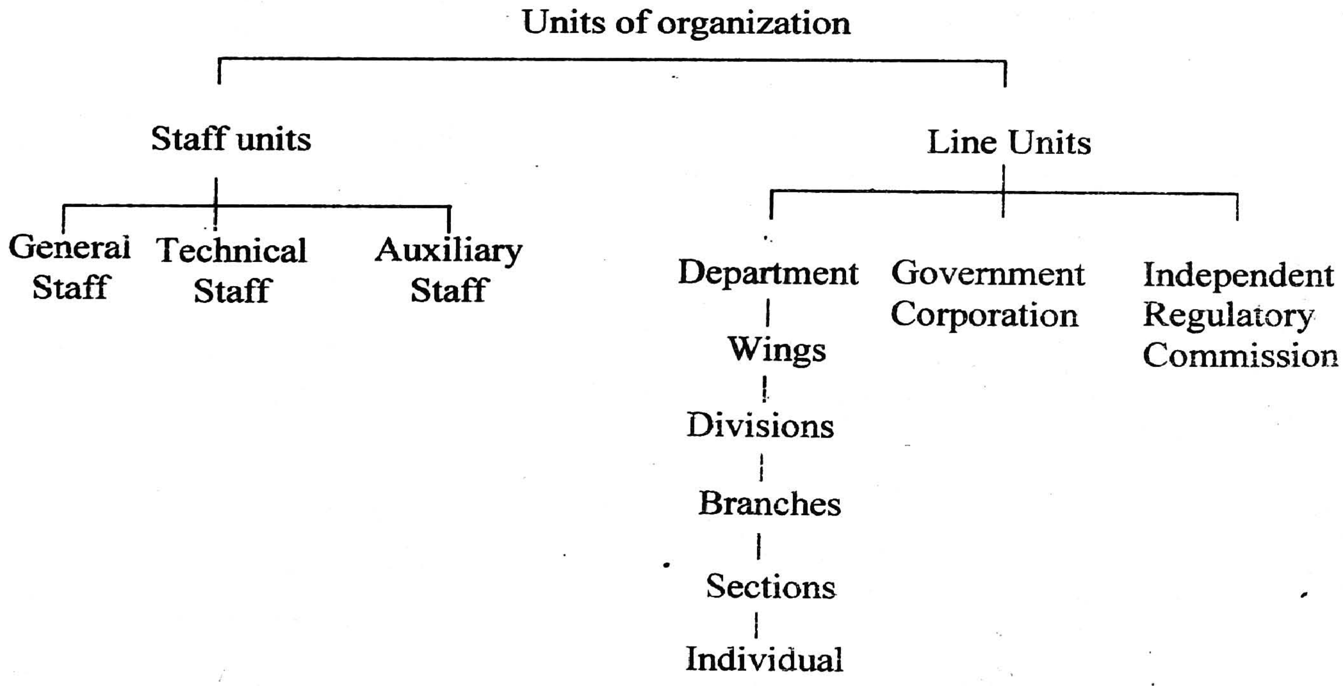
LINE AND STAFF

5.1. Introduction

The administrator of the organization forms the important basis for organizational development. The administrative organization of government consists of three different types of agencies. They are Line, Staff and Auxiliary. The nature of the work only brings the differences between these three. The line agencies directly related to work for the achievement of purpose of the organization, whereas the staff agencies advise and assist the line in their activities. The auxiliary agencies provide common House – keeping services to the line agencies.

The distinction between Line and Staff is adopted from the military administration where it was developed first. In the army the commander-in-chief, Generals, troops are line officers. Those who engage in specialized services like transport, ordinance, medical and so on. They work not for direct achievement but help to achieve the success, they are Staff agencies. The co-operation of Line and Staff is very much necessary for the successful end of the organizations.

But in civil organization the staff units are less developed than in military. But Staff units are not clearly distinguished from Line Units. A close analysis of administrative organization, we may find that there is no Line or Staff unit exclusively engaged in Staff work or Line work. It does not mean that no staff work is done there, Line also do the work, in addition to the Line work.



The general the distinction between staff and line follows that between direct being line and indirect being staff" says Pfifiner and Presthus. Dimock, Dimock and Koring says "The right adjustment between line and staff constitutes one of the most difficult areas of management". "The staff organization may be described as a deliberate organization for thought, just as the line organization is the organization for execution" says Oliver Sheldon.

5.2 Line agencies

In Public Administration the principal agency is Line Agencies. They are concerned with the primary objects for which government exists. From top to bottom a single 'Line' of authority exists. Secretary being at the top level, it goes downward through Deputy Secretaries, Under secretaries, Superintendents and clerks. The activities of Line Agencies is the work they perform in order to accomplish the purposes for which they exist. They perform their respective functions.

5.2.1 Types of Line Agencies

1. Government Departments
2. Public Corporations
3. Government Companies
4. Independent Regulatory Commissions

The first three exist in all the countries of the world whereas Independent Regulatory Commission is a special feature of American administrative system.

Check Your Progress Questions

1) Analyze the types of Line agencies?
2) What are the characteristics of Line agencies?

5.2.2 The characteristics of Line Agencies

Line agencies carry out the function of accomplishing the substantive objectives of the organization. Line agencies are agencies are given authority to make decision and orders and directives are issued. Line directly come in contact with the people. They provide them various services, regulate, conduct and collect taxes.

The line agencies are executive in nature and subordinate divisions of operating responsibility working under the direct control, direction, and supervision of the chief executive.

According to L.D. White, major functions of Line Agencies are:

1) Making decisions
2) Planning

3) Interpretation of Policy. Defending of Policy and its operations.
4) Taking responsibility
5) Maintaining production and seeking efficiency and economy.

5.3 Staff Agencies

We have already seen that the term 'Staff Agency' has been borrowed from military agency. Staff agency first took root in the private business. Then only adopted in government transactions. Chief executive has to perform diverse functions and wish to perform their functions efficiently. So, if the functions are of technical character, the need is advice. Those who help the administration through any from the "Staff Agencies".

Charlesworth says a staff officer is one who specializes in research, observation and study, and who draws up plans and proposals for approval by the top executive, to whom he is attached collaterally. According to Cleveland "The staff agencies reach and help the management to reach conclusions both about what happened and what is proposed, their functions is to know the facts and with knowledge they make and submit plans.

5.3.1 Characteristic features of staff agencies

1. They perform secondary functions. They assist the line in the accomplishment of organizational purpose.
2. They do not have the authority to make decisions and issue orders and directives. Their role is advisory in nature and they exercises some influence rather than authority.
3. They do not come in contact with people directly. They function anonymously.

Check Your Progress Questions

3) Explain the functions of the staff agencies

5.3.2 Functions of staff agencies are

According to Pfiffiner, the functions of staff agencies are:

a) Advising, teaching and consultation.
b) Co-ordination through human contacts.
c) Research and Fact-finding.
d) Planning
e) Contact and liaison.
f) Assisting the Line
g) Sometimes exercising delegated authority from the Line Commander.

According to L.D. White the functions of staff agencies are

1) To ensure that the Chief Executive is adequately informed.

2) To help him in foreseeing problems. It also plans the future programmes.

3) To help to make decisions promptly and intelligently.

4) To save time.

Mooney says simply there are three functions of Staff agencies namely (1) Informative 2) advisory 3) supervisory.

Examples of Staff agencies are Bureau of Budget in the USA, British treasury, the Department of Economic affairs, Finance Ministry in India.

5.4 Distinction between Line and Staff

The Line agencies are meant to accomplish a purpose for which the Line exists, whereas the Staff exists to help the Line in their activities. Line is directly in contact with the people but staff is behind the scenes. Staff plays the role of advisors and consulting agencies, but Line execute the works. Line has the authority and power to issue orders down the line but staff cannot do.

5.5 Line and Staff conflicts

For governmental organizations and activities both Line and Staff are very much necessary. They are complement to each other. The relationship between them is not always happy and cordial, So in practice there is always conflict tension, clashes and suspicion. What were the causes for that conflict? The Staff Agency is very close to Chief Executive so they tend to usurp the authority of Line agency. The Conflict arises because of the differences between the Line and Staff officials and also the important difference is technical competence. Staff have also the feeling that they sit at the top level of the organization. So sometimes they suggest unrealistic plans and ideas to the line people. But line are more practical in approach. This leads to misunderstanding between staff and line. Naturally Line disown responsibility and blame the staff for the official mistakes. At the same time, staff find mistrakes on the part of Line Agencies.

Check Your Progress Questions

4) Make a distinction between Line and Staff agencies and bring out its features

5.6 Auxiliary Agencies

Pfiffner does not distinguish Staff and Auxiliary agencies. There are three kinds of staff service namely general Staff, technical staff and Auxiliary Staff. This auxiliary staff consists of officers or units which perform certain duties and functions common to the various administrative departments. These are called the house-keeping activities. L.D. White calls this as auxiliary services.

Auxiliary agencies serve the Line and not the Public. They perform functions common to all the departments.

Auxiliary agencies brings number of advantages.

1) Auxiliary agencies perform activities, concentrate exclusively to their duties.

2) The work carried out by the Auxiliary agencies are effectively performed. So, also Auxiliary agencies are experts in those fields.

3) Auxiliary agencies avoid duplication of work.

4) The system secures the advantage of closer supervision of auxiliary function.

The Disadvantages of Auxiliary Agencies are: It weakens the responsibility of the line agencies. Auxiliary agencies may make encroachment upon the responsibility of Line. Naturally there will be conflict between the Line and Auxiliary. The Auxiliary agencies consider their mission as superior. Sometimes undue delay to get the required services or goods.

5.7 Distinction between Auxiliary and Line

Line activities are an end in themselves. Auxiliary is only means to an end. Auxiliary agencies are only auxiliary to line. Auxiliary agencies perform their work with economy motive. The efficiency and success of line agencies' depend upon the proper performance of activities by Auxiliary agencies.

Check Your Progress Questions

5) **Explain the distinction between Auxiliary and Line agencies?**

5.8 Important Auxiliary agencies of the Government of India are

1. Central Public Works Department
2. Law Ministry
3. Finance Ministry
4. Information and Broadcasting Ministry
5. Union Public Service Commission
6. Parliamentary Affair Department
7. Director – General of Supply and Disposal.

5.9 THE CHIEF EXECUTIVE

The person or the body of person as the administrative head is called the chief executive Administration of a country is a hierarchical setup, resembling a pyramid. The hierarchy ends at the top at a single point, that is Apex. In this

Administrative Pyramid the one who sits at the top level is the chief executive. For example, President is the Chief Executive of the Union of India. At every level of government has its chief executive. In a federation there is the chief executive of the national government and also Chief Executives at the State level. At the local government level also we have Mayors, Presidents and so on. In the Western Countries, in U.K. Monarch is the chief executive, whereas in the United States, President is the chief executive. In Switzerland, the federal council is the chief executive.

5.9.1 Types of Chief Executive

5.9.1.1 The Titular and Real Chief Executive

In Parliamentary form of government there is a distinction between real and nominal executive. In Parliamentary democracies, according to law, the executive power is vested in the nominal executive. It may be the King or the President. But these powers are not independent powers, but they can be exercised only on the advice of the ministers. Real powers are not in the hands of titular chiefs, but in the hands of the cabinet. Both Indian President or British Queen are titular or nominal executives. In Both the countries cabinet, with the Prime Minister is the real executive. But the nominal executives should not be considered as mere ciphers, because they enjoy the discretionary powers, particularly at the time of political crisis or dead-locks. In general their function are ceremonial and advisory.

In the U.S.A where Presidential form exists the position is different, the President is the real chief executive. All the powers are legally vested in him and he enjoys the powers. He has no legal obligation to act on the advice of any one else.

This distinction between the real and nominal executive is a fundamental base for the functioning of administrative organization.

Check Your Progress Questions

6) Analyze the different types of Chief Executives

5.9.1.2 Parliamentary and Presidential type of the Chief Executive

There are a number of differences between Parliamentary chief executive and the chief executive of Presidential form of government. That is the real chief executive. In Parliamentary countries the real chief executive is a collective body. For example, the cabinet is the real executive. In consists of Prime Minister and a number of other ministers, whereas in Presidential forms there is only real Chief Executive that is the President. Of course, the President is helped by secretaries in charge of the twelve great administrative departments. But in status they are not

equal to the cabinet ministers. They are responsible only to the President and can be dismissed by the President. But the Cabinet ministers are colleagues of the Prime Minister, in parliamentary system. They are highly influential members of the ruling party. They have a status in Parliament. So the Prime Minister will always be careful not to offend them, because of the fear that they may lose the office. Recently in U.K. and India, the office of the Prime Minister has become highly influential because the role of the political parties. But still there is a difference between the President as the real executive and nominal executive of Parliamentary Democracies.

Let us see what does this difference imply in terms of administration. The cabinet is a plural composition, is less troubled with the problem of the 'Span of Control', than an individual head, that is the President. Generally the number of cabinet ministers are 20 or 22, so naturally initiative, supervision and control gets distributed among them. All the problems are not going to the prime ministers. There is the possibility of dictatorship of a single individual. Even a strongest prime minister can not become a dictator.

The next question of difference is legislative and executive relationships. In a parliamentary democracy, the cabinet members are drawn from among the members of the majority party in the legislature. The entire administrative responsibility lies in the hands of the cabinet. They only initiate, pilot legislation, and so also the budget. With the vote of no confidence, parliament can the party out of office. So there is a close collaboration between legislature and executive. Legislative leadership is in a position to carry through the legislature, financial or administrative policy it thinks to be necessary. In the presidential system there is separation of powers in existence and also a system of checks and balances. Generally the president is elected to a term of 4 years, of course, he is irremovable expect by impeachment. Neither the president nor his secretaries can participate in the legislative proceedings. They are not responsible to the congress. So the relations between the legislature and the executive is a difficult one. The president is not responsible to parliament. To get the necessary legislation and the financial provisions for its policies from the congress, the executive has to resort to back-door methods. Sometimes, it may fail also.

Parliamentary executive is continuously and more or less effectively responsible to the legislature for all the policies. But presidential executive owes no such responsibility. In theory it is responsible to the people. But no effective

way of enforcing this responsibility. So there is a certain amount of disrupt of the executive on the part of the legislature and the people; and also unwillingness to grant it additional functions and powers even when necessary. This only led to the creation of Independent Regulatory Commissions, which are free from President's control. Congress refused to grant to the President the Power to reorganize the executive branch of the government except on a temporary and restricted scale. The Reorganization Acts of 1939 and 1945 were both had limitations and restrictions.

Taking U.K., the Contrast Act was Ministers of Crown (Transfer of Function) Act, 1946. this gave power to the executive to dissolve a department and transfer its functions between other departments. Coming to India, the reorganization of ministries and departments is entirely under the Rules of Business made by the President at the centre and the Governor in the states. Parliament has continuous control and will not allow any autocratic regime.

Of course, the presidential form of executive is also subject to considerable pressure from the Congress. They are through legislations, voting on supplies, appointees confirmation, treaty approvals, these are constantly being made by the committees of the Senate or the House of Representatives. Of course, it is somewhat different from parliamentary control. Parliamentary executive is more adequately equipped with the means of meeting its responsibilities than the Presidential type.

Let us see the merits on the part of presidential type. President is a single individual, so unity of direction and command exists. Quicker decision is possible in this. There is stability of office so acts with more vigour and confidence.

After comparing both types the parliamentary type has more merits. In USA President Wilson advocated the modification of presidential into parliamentary. Because there are inherent difficulties in the Presidential system.

5.9.1.3 Swiss Collegial Executive

This Swiss pattern is a mixture of presidential and parliamentary principles. It is a plural body of 7 members resembling parliamentary. No body of the prime Minister rank. All are of equal status and rank. They have seats in the legislature, participate in proceedings but no right to vote. Swiss executive resembles cabinet. But Federal council members are elected for a fixed term, and irremovable during that period, thus resembling presidential system. It is a successful one in Switzerland.

5.9.2 Types of Local Executives

There are four fundamental points on the basis of which differences is seen among local executives.

1. Whether it consists of single individual or a plural body like a committee, commission or board. Examples of single executive are the French and American Mayor, the German Burgomaster, American city manager. In India the chairman and executive officer, where the plural executive is commission plan of the city Government in the U.S.A. and the committee system of executive under U.K. local bodies.
2. The concentration of executive power or its dispersal brings difference among local executive American Mayor, the city manager are example of concentration of power. They have not such-sharer of power. But is dispersed among several agencies. For example, committee boards and so on.
3. Local executives are responsible or non-responsible, that is the independent type. E.g. of responsible executive American City Manager, the Indian Presidents, chairmen or executive officer., who can be removed by the council if their administration is unsatisfactory. For the non-responsible executives examples are American Mayor of German burgo-master, who are irremovable by their councils.
4. the executives in the local areas differ on the basis whether they are political or non-political. For political connections examples are the American mayor, commission members, the committees of the English local bodies., Indian president and chairman of local bodies. The American city manager the German burgomaster are examples of non-political expert type.

5.9.3 The Chief executive as the Head of the State

The head of the nation or state has all powers, legislative, executive and judicial., These powers are granted by the constitution and law of the country. This head is the Chief Executive.

5.9.4 Functions and powers of the Chief Executive: His Dual role

Chief executive is both the political and administrative leader. So h e is carrying out both these functions. He, as the chief executive ensure the necessary

political support and also direct it into the right channels for reaching the objectives.

Political management is the first function of the chief executive. The chief executive generally obtains his office by the majority support, that is through the party sources. Executive discharge of his duties and lead the smooth functioning of office. For this he needs the necessary legislation and the funds which can be provided by the legislature. The chief executive leads by bringing before the legislature new policies and programmes for the welfare of the people. He must serve the nation. The chief executives of both Parliamentary and Presidential types must also be politically alert and influential.

This political character of the chief executive is the major problem of administration. Both the political and administrative expertise cannot be found in the same men. It is very difficult to find such a man. So, what we strees is lay-expert co-operation, which is very much fundamental to the successful working of Democracy.

5.9.5 Chief Executive as the head of the Administration

1. The first function is the formulation of the administrative policy. How and what shall be done by administration is the administrative policy. Policy formulation has to be done in several stages and also at the various levels of hierarchy, whereas at the political level framework of the policy is drawn. Of course, initiative may come from the chief executive. For the implementation organization of policy, it needs the executive work. What agency can be given the responsibility of carrying out the work? So chief executive has a major role to play in formulating and also the administrative activity.
2. Planning is another important function of Chief Executive. It means preparation for an action. Form policy formulation onwards there is planning. For example, all reforms, improvements reorganization have to be properly planned.
3. The details of the organization has to be sanctioned and authorized by the Chief Executive, because which will help to carry out the administrative functions. In parliamentary countries the chief executive creates, abolishes and reorganizes the department.
4. The Power to appoint and remove the personnel rests in the hands of the chief executive. Scope of this power varies from country to country. Even though

5. only by the chief executive. For example. President of India is responsible for the appointment of number of high posts. One or two examples are Attorney-General, chairman and members of Union Public Service Commission, Election Commission, Finance Commission. He only can appoint them. In U.K. also same pattern. But U.S.A. the scope of power of appointment to the President is more wide.
6. Chief Executive directs the administration through rules and regulations. These are given in manuals and codes.
7. The chief executive is totally responsible for the supervision and control of administration. He receives periodical reports, from the administrative hierarchy. He has to see that each individual does the work according to rules and regulation.
8. The chief executive only can order the investigations and enquiry. They may be departmental, independent commissions or committees. It may be secret or public depending upon the case.
9. Another most important function of the chief executive is co-ordination. He has to harmonize the functioning of organization. He has to co-ordinate the activities of the organization because he is the highest authority.

Finally chief executive has the responsibility of maintaining public relations. Chief executive has to deal with interest groups, press and the public. Thus we can conclude saying that all the POSDCORB functions are the major functions of the Chief Executive.

5.9.6 Chief Executive's real role

The above studies of functions of the Chief Executive makes us think that he can become a dictator. But it is not so in reality. He is considered as the captain of the team. He can exercise his legal power and authority. In reality he has to consult his subordinates to a larger extent, because they only share the work of the organization. All the works are carried out through chain of supervisory subordinates. These act as a 'filter and a funnel' with regard to the work of the organization, screening and eliminating unwanted items. Important items only will reach Chief Executive. A few things sent to him for permission is prepared will before sending them to him. Chief Executive has merely to say his acceptance when on crucial matters alternative solutions are suggested chief executive has to make a choice among them.

Some writers say that chief executive has practically nothing to do with an organization except to decide what is to be done, to ask somebody to do it and so on. And also he follows up whether the work is done or not. How better the work can be done. But as he has so much work to do, it cannot be said that he does nothing.

5.9.7 Qualities of successful executive

There is no universally accepted criterion about the qualities needed for a successful executive. But he needs strength and balance of personality. If he is slack and dull his subordinates will not have respect for him. The chief executive should be an extravert than an introvert. The quality of leadership is another important requisite. He should maintain the human relationships. He should be the source of enthusiasm. He should have the attitude of generosity towards the subordinates. He should how word of recognition and praise., wherever there is need. The Chief Executive should have the talent for ideas and power to express them lucidly.

Apart form all these, there must be administrative ability in the successful executive. This quality is to get things done well, that too economically. Some say that this administrative ability is a natural endowment rather an inborn quality. But some say that training and experience may create this ability.

C. Rajagopalachari, former Governor General and a very able and successful administrator enumerates 6 fundamental requirements of a good administrator namely.

1. He must be a man of character.
2. He must know how relevant the advice and to decide promptly.
3. The good administrator must inspire confidence among the subordinates.
4. The decision taken by the chief should be so, that there will be no oscillation.
5. The administrator must be 'even tempered'.
6. Administrator should be able to create the sense of social purpose among his staff.

Check Your Progress Questions

7) Explain the qualities of successful

5.10 Summary

The administrative organization of government consists of three types of agencies, namely, line, staff and auxiliary. The distinction between these three organizational units is in the nature of work done by them. The line agencies directly work for the achievement of the organizational purpose, the staff agencies advise and assist the line agencies in their activities, and the auxiliary agencies provide common house-keeping services to the line agencies.

According to L.D. White, "The business of government is transacted by means of an elaborate organization, held to together in a universal superior-subordinate relationship, and based on the principle of specialization. The central hierarchy comprises the line; assisting the line are various units, some concerned with advisory and preparatory operations, known as staff, some concerned with house-keeping operations described as the auxiliary agencies. The line comprises the central element of any administrative system; staff and auxiliary agencies are necessary in a large and complex organization, but they are secondary. They serve the line."

5.11 Keywords

Line Agency - Staff Agency – Auxiliary Agency – Collegial Executive

5.12 Answer for CYP Questions

For Question No.1.	Refer Section No.5.9.7
For Question No.2.	Refer Section No.5.3.2
For Question No.3.	Refer Section No.5.2.1
For Question No.4.	Refer Section No.5.2.2
For Question No.5.	Refer Section No.5.7
For Question No.6.	Refer Section No.5.4
For Question No.7.	Refer Section No.5.9

5.13 Books for further reading

1. Mooney, James D., Principles of Organization, New York, Harper & Brothers, 1957.
2. Lepawsky, Albert (Ed.), Administration : The Art and Science of Organization and Management, New York, Alfred A. Knopf, 1949.

5.14 Questions/Exercise

1. Define Line and Staff Agencies
2. Role of auxiliary agencies
3. Explain the Swiss Collegial executive.
4. What do you mean by Chief Executive real role?
5. Make a distinction between Line and Staff agencies and bring out its features.

Unit - 6

ADMINISTRATIVE ORGANIZATION – FIELD ORGANIZATION AND ORGANIZATIONAL CLIMATE

INTRODUCTION

By field organizations we mean the personnel stationed away from its headquarters, to carry on its work from the numerous sub-centers, that too within the each of the people. Through field service, the administration can reach the people. Generally the staff stationed in the field is usually much larger than at the headquarters. For example in USA 90% of the federal Government employees are stationed in the field. Only 10% at Washington. The field staff are both operational and supervisory.

OBJECTIVES

To the study of pattern of field organization.

To understand the Distinction between Centralization and Decentralization.

To know the how to measure organizational climate.

To analyze the successful administration of field offices.

To discuss the theories of organizational behaviour.

UNIT STRUCTURE

FIELD ORGANIZATION

Introduction

Patterns of field organization

Centralization Vs Decentralization in field organization

Head-quarters and Field organizations

Technical and Methods of Head quarters' control

Multi-type field organizations' problems

Successful Administration of field offices

ORGANIZATIONAL CLIMATE

Introduction

How to measure organizational climate?

Importance of Organizational Climate

Theories of organizational behaviour

The Autocratic Model

Custodial Model

The Supportive Model

The collegial Model

Summary

Keywords

Answer for CYP Questions

Books for further reading

Questions/Exercise

6.1. FIELD ORGANIZATION

6.1.1 Introduction

New Delhi is supposed to be the hub of administration – a centre, from where the whole country is governed and administered. In practice, however there is a plurality of administrative centres spread throughout the length and breadth of the country; and from the point of view of the citizens, these centres are decidedly more important. There is no ministry/department of the Central or State Government which does not have numerous field offices all over the land. Take a central department like the Posts and Telegraphs which has about one lakh Post Offices scattered all over the country, all arranged in a hierarchy – circle, postal, district division, sub-post-office area, and village post-office. Similar is the case with the Ministry of Railways.

6.1.2. Patterns of field organization

Check Your Progress Questions

1) Describe the patterns of field organization

W.F. Willoughby said that there are two types of Field Organization, namely Unitary and Multiple. Under the Unitary system there is a single line of command running from the head-quarters to the regional chief. The best example for this found in France where the various services in the field are placed under the Prefect. The Central departments of the Government deal with them through that officer. Perfect has the powers of supervision. Co-ordination and control over all the services located within the department. Same pattern was seen in the collector of British India. Practically all services in his area was under the collector. It includes revenue collection to local government. He was the Government in the district for all the purposes. Even today the district officer is principal agent of the government. He will keep an eye on every activity.

Under the Multiple type of field organization, the lines of command run directly form the functional units at the headquarters to their respective staff in the field. They have their own head quarters supervisory officer, but no single person is charged with the duty of supervision. In practice no field organization conforms to one particular pattern but a combination of both patterns is followed.

Luther Gullick makes a three types of field organizations. Namely 'All fingers', 'Short Arms, Long Fingers' and 'Long Arms, Short Fingers'. Under the first one that is 'All Fingers'. Head quarters office deals with the field units without any geographical and regional sub-divisions. In short Arms and Long fingers type there are geographical division or units. All located in the central office and not in the field officer. In the Long Arms and short Finger the

geographical sub-division are located away from the headquarters, in the field itself. For this we can take the example from the organization of Police. Policemen at the various police stations report to the district superintendent of police; his office is at the district centre, he reports to the Director General of police at the State capital. This is the 'Long Arm, Short Finger' organization for the reason that Police Superintendent Office is away from the state capital.

If the office of the District Superintendent moves to the State Capital due to several reasons, the police stations would still report to the Superintendent of Police for their district, now functioning at the state level rather than the district level. This is the example for 'short Arms and Long Finger'.

For the example of 'All Fingers', the district Superintendent of Police and their offices were altogether scrapped, and naturally each police station has to report to Director General office at the state Headquarters.

Now let us analyse the causes for the growth of Field services. This first reason is only that with the help of field services, the administration can hope to reach the public. Second reason is for centralization or decentralization the field service is essential. If the field station wishes to tighten the central supervision, it is centralization. If the field offices are created to permit administrative, adaptation at local level, then it is decentralization. Thirdly technological and scientific advancement have necessitated the growth of field organization. The Head quarters is able to have very good and quick contact with the field agents.

6.1.3 Centralization Vs Decentralization in field organization

We have already seen how the problems of field organization is linked up with centralization or decentralization. Let us see the characteristics of decentralized field agency, which makes a distinction with centralized field. The difference is one of kind rather than of degree. Under the decentralized system many matters are left to the local field itself. This has delegated power and authority, bulk of decision taken by the field offices themselves, and the decision is taken at the field level is mostly final. The decentralized field offices are decentralized both extremely and internally. In the modern era the tendency is for centralization only because of the scientific advancement. It has reduced the obstacles to development.

Fester says that there are four factors govern the fact that field should be centralized or decentralized.

1. The responsibility of the central department. Because of something goes wrong, they cannot blame the field office.
2. Administrative factors also decide for-against decentralization whether the agency is old or new what about the staff's experience and qualification all these decide centralization and decentralization.
3. Whether the centralized agency is unified in functioning or a multi-functional agency. Thus unified whereas multi-functional need de-centralization.
4. The last factor here is the external factor. It means to get the co-operation of elements outside the frame work because the success of the programme depends on the external factors' co-operation.

Central department must allow the field officers to have sufficient freedom. At the 'gross roots' and 'co-operative' administration necessitate decentralization.

Check Your Progress Questions

2) Explain the distinction between centralization and decentralization in the Field organization.
3) Explain the functions of and techniques of headquarters and control

6.1.4 Head-quarters and Field organizations

Field must function under the control of Head quarters. So there are three type of control of Head quarters over the field. Namely (1) administrative Vs functional control (2) Technique methods of control by the head quarters (3) The problems of relation between the various levels of field hierarchy.

Let us analyse Administrative or Functional control. The two kinds of personnel units are Administrative and functional. The Administrative officer is engaged in the task of over-all planning, co-ordination, control and direction. The functional unit is engaged is one specialized function like engineering, finance, statistics and so on. These types of units exist at both levels, that is the field and the head quarters. But at the head quarters, the functional unit is responsible and subordinate to the administrative staff. The major question here is at the field level whether the same pattern can be followed or whether functioned unit is responsible to the functional chief at the Head quarters. If the first type is followed then integration of services will take place at the field itself. But the communication between the head quarters and the field will become indirect and delayed. This will be avoided in the second pattern, but the problem is, co-ordination has to take place at higher and remoter level. But the method followed whether the first one or the second one depends on the characters of the head quarters agency itself. The agency must be strong unifunctional and well-

integrated, the field organizations may also be the integrated type. But if the head quarters is weak, disintegrated, the functional type of field organization will develop.

6.1.5 Technical and Methods of Head quarters' control

In this there are six methods of control, they are

(1) Head quarters will receive in formations from the field on the basis of in formations, issues directions and orders.

(2) Head quarters control and guide the field office work. It is done through codes and manuals. It limits the discretion of field quarters.

(3) Budget is another weapon of control. Budgetary allotment is given to the field; it has to spend the money within the allocated limits. .

(4) Thorough inspection, head quarters control the field. Through this it will be found that powers delegated are properly used.

(5) Investigation is used through which malpractices and corruption is traced or found out.

(6) Finally control is used through a uniform plan of organization.

6.1.5.1 Multi-type field organizations' problems

In India, the District Collector and police are the example for multi-field organization. In the functional type the station is not looked upon as a unit but "as an assembly of units which are loosely held together for matters of general administration by the authority of the head of the station". Line of authority in this will run direct from the Division clerk to the corresponding head at the head quarters. In this pattern the officer at the field station does not have much authority over the clerk working in the station. This multiple system concentrates on the authority, in the central office resulting in the problem of unmanageable ness. No autonomy to the field stations. But as the technical control is direct, it ensures direct supervision and better efficiency. Naturally there is the advantage of economy and uniformity.

Before concluding we will see how to establish maximum co-operation and uniformity among the field organizations. The first need for this is the regional boundaries of the various fields must coincide. In other words they should not intersect with one another. Secondly regional Head quarters of all or at least of the important services must be located in the same important towns. Thirdly there must be pooling together of all institutional resources of the various agencies, for example office working place, stores and son on. Fourthly there must be a device for regional co-ordination. For this in India the example is District Development Officer. He will serve as a full-fledged co-coordinator. Lastly the co-ordination may be secured through regional planning. It helps the co-ordination very much.

6.1.6. Successful Administration of field offices

"It has been said that there is a headquarters and a field way of life, the groups often viewing each other with smugness and suspicion. Field worker insist that headquarters does not understand their problems. Headquarters is characterized by an intellectual or research approach to problems in contrast to the field's practical approach."

Among the essential prerequisites to successful administration of field offices, the following may be enumerated:

1. Effort should be made to create at the headquarters as well as in the field a full appreciation of the particular field situation so that they get induced to arrive at a decision appropriate to the situation. Orders should be, in the words of Mary Parker Follett, 'the composite decision of those who give and those who receive them' and this will maximize the chance of their acceptance. Follett calls this process as the 'law of the situation'.

2. Field offices must be staffed by trained and competent personnel in adequate number, who can take sound decisions on matters falling within the spheres of their responsibility.

3. The responsibility of the field officers must be clearly defined, and their limitations, too, should be made clear to them.

4. There should be free, frank and frequent communication between field officers of different departments in the same area on related problem.

5. Special facilities including financial incentives should be provided in 'hardship' areas to attract competent staff.

6. Periodic transfers from field to headquarters and vice versa and between fields are useful in inculcating a balanced outlook on local requirements and national policies. The existing 'tenure system' needs to be strengthened.

7. Formal inspections, submissions of periodic returns and reports should be supplemented by informal visits by headquarters officers. These help build up rapport between the headquarters and field.

8. Training courses and conferences between field officers and headquarters officers make them more competent, and keep them aware of each other problems. This also results in the building up of community of interests.

9. Field and headquarters officers must possess adequate knowledge of local needs and opinions, and, within the framework of the governmental policy and procedures, strive to meet these.

6.2 ORGANIZATIONAL CLIMATE

6.2.1 Introduction

By organizational climate, we mean the culture, traditions and methods of action in an organization. New entrants to the organization must know in which climate they will have to work. How thy have to meet their economic, social and psychological needs. If the climate is not favourable to them, they will move to the different organizations.

Each individual in the organization is different. Every one would like to fulfill his individual needs with the help of organizational climate. So, if the organizational climate is pleasant then only we can achieve the goal of the organization.

Behaviour of the social group creates social environment, or we can call this as climate. A sound climate is very much necessary for the functioning of organization. It is really an asset. Climate will attract the people to join the organization. A good climate may improve the productivity and job satisfaction. It motivates the people to function very well.

6.2.2 How to measure organizational climate?

There are a number of instruments through which we can measure the organizational climate. There equipments are used to measure the totality of psychological environment in which people work.

Liturn and Stringer developed nine points to measure climate, namely:

1. Structure
2. Responsibility
3. reward
4. risk
5. warmth
6. support
7. Standards
8. conflict
9. identity

Different management approaches create different organizational climate. And also this will have impact on motivation, performance and job satisfaction.

Likert scale was developed by Likert, which concentrates on behavioural conditions and the management styles. Likert covers seven characteristics.

They are

1. Leadership process used
2. Motivational forces
3. Communication
4. Interaction-influence processes
5. Decision – making
6. Goal setting
7. Control

To conclude there are the main points to thin over the organizational climate. Climate is a system concept. It has a supportive approach and it is related to the situational variables.

Check Your Progress Questions

4) Define organizational climate, how to measured in?
5) Importance of organizational climate

6.2.3 Importance of Organizational Climate

Organizational climate affects motivation, productivity, and Job satisfaction. Because climate only creates action. Action always makes us expect rewards, penalties, satisfaction. These are based on organizational climate. This lead to motivation. There is a contingency relationship between climate and the organization. This means that climate of an organization is contingent upon the

type of employees, the type of technology workers' education and the other like variables. Climate represents the entire social system of a work-group. Climate has two important aspects. The first one is work-place itself. Second is treatment to personnel from management. If the climate provides sense of pride for the job, it can be assumed that the climate is favourable. Management always like the personnel to listen to the management. If both these two are favourable then the climate is good. Thus, a good organization climate is necessary for the development of organization. Good climate attracts good and efficient people.

6.2.4 Theories of organizational behaviour

Organizations differ from each other due to organizational climate that they develop.

There are four models of organizational behaviour. (1) Autocratic model (2) Custodial model (3) Supportive model (4) Collegial model. These models represent a series of historical evolution in the organizational behaviour.

6.2.4.1 The Autocratic Model

It has its deep root is history. This model was popular during industrial revolution. The model depends on power. 'Might is right' was the slogan. Those who are in authority must have the power to command, and demand.

The managerial orientation in this theory is formal, official and authority. The authority is delegated with the right to command the people to whom it applies. The employer must act according to what the boss says, because organization what is right and what is wrong. Management assumes that employees are passive.

Under the autocratic model, the employees' orientation is obedience to boss. The employees are fully dependent. Employees are provided minimum wages, just for their subsistence. Organization has all states dark and light. This theory was current till the beginning of 20th century.

6.2.4.2 Custodial Model

Under the autocratic employees feel frustrated and insecure. So, in this theory the managerial orientation is towards the use of money. For the sake of the benefits of employees money is paid. When the custodial model emerged, autocratic approach was not accepted, in this employees were not able to talk to the boss.

Check Your Progress Questions

6) Examine the different Models in the study of organizational climate.

The custodial approach is based on economic resources of employees. This approach causes more productivity. So this depends on the resources of the

organization., The Managerial orientation is towards money to pay the cost. Security will be there for employees. Naturally employees are depending on the organization. Employees are happy in this model, but the performance of the employees was not high. Research analysis shows that the happy employee is not necessarily the most productive employee. Unfortunately this theory is unable to motivate employees.

6.2.4.3 The Supportive Model

Rather than the use of power in achieving the goal, this model depends on Managerial leadership. The main stress is on the employees participation in the decision making process. Here this model stresses the leadership and not sources approach. "We" is the code words for workers because the leadership is fine. We require only good and effective leadership in this model. It is suitable leadership in this model. It is suitable for the developed nations and not suitable for the developing countries.

6.2.4.4 The collegial Model

It is an improved theory over supportive theory. But its applications are limited. It is applicable to the organizations which look like laboratories.

The major principle here is mutual contribution by employer and employees. The management contributes help and guidance to the organization.

This theory integrates management orientation. Management is an integrating authority. The employees develop discipline in performing the functions. The study of the above models shows that model is bound to change because there is the change of Human behaviour. Change of Human behaviour because of the changes in Social systems. In due course the models of organizational behaviour will continue to develop.

6.3 Summary

This unit provides to understand the basics of Organizational climate, field organizations particularly meaning of field organization, centralization Vs decentralization, head quarters and field organizations, techniques and method of head quarters control, multi type of field organization problem, how to measured the organizational climate, importance of organizational climate, various theories of organizational behaviour and successful administration of field offices etc. Before concluding we will see that how to establish maximum co-operation and uniformity among the field organizations. The first need for this is the regional boundaries of the various fields must coincide. In other words they should not

intersect with one another. Secondly regional Head quarters of all or at least of the important services must be located in the same important towns. Thirdly there must be pooling together of all institutional resources of the various agencies, For example office working place, stores and son on. Fourthly there must be a device for regional co-ordination. For this in India the example is District Development Officer. He will serve as a full-fledged co-coordinator. Lastly the co-ordination may be secured through regional planning. It helps the co-ordination very much.

6.4 Keywords

Organizational Climate – Autocratic Model – Custodial Model

6.5 Answer for CYP Questions

For Question No.1.	Refer Section No.6.1.1
For Question No.2.	Refer Section No.6.1.4
For Question No.3.	Refer Section No.6.2.3
For Question No.4.	Refer Section No.6.2.2
For Question No.5.	Refer Section No.6.1.2
For Question No.6.	Refer Section No.6.1.4

6.6 Books for further reading

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2. Pfiffner, John M. & PResthus, R.Vance, Public Administration.

6.7 Questions/Exercise

1. What is organizational behaviour?
2. Do you know the Autocratic Model?
3. Describe the patterns of field organization.
4. Explain the method of control exercised by the Head Quarters over the field stations.

(Space for Hints)

Unit - 7

ADMINISTRATIVE BEHAVIOUR – MANAGEMENT, LEADERSHIP

INTRODUCTION

"The heart of administration is the management of Programmes designed to serve the general welfare."

- Paul H.Appleby.

The above statement is particularly applicable to India in the context of our planned economy geared up to achieve 'socialistic society' and 'welfare state'. Management is significant to every organization, public or private, governmental or business, because it deals with a natural function of human society, namely, the fundamental endeavour of achieving objects. Bigness and complexity of the modern government have made the study of public management imperative.

The crisis of administration in India today is the crisis of leadership. With the 'public' sector constantly on the increase, large and complex organizations are being built up under the aegis of the ever-expanding 'Welfare' State. All these organizations, big and small, need administrative leadership. More schools, more hospitals, more industries, more steel plants, more corporations, more institutes and laboratories call for one indispensable element, namely, administrative leadership. Similarly, the successful implementation of thousand's of programmes included in our Plans depends for their success on good leadership.

OBJECTIVES

To understand the meaning of Management.

To understand the meaning of leadership.

Differentiate the types of Management.

Analyzes the important qualities of leadership

Be able to trace the theories of leadership.

UNIT STRUCTURE

MANAGEMENT

Introduction

Meaning and Nature of Management

The tasks of management

Tasks of good management

Types of Management

Top Management

Middle Management

Functions of Middle Management

Qualities of Middle Management

Rank and File

LEADERSHIP

Introduction

Power

Authority

Types of Leadership

Theories of Leadership

Trait Theories

Socio metric Theory

Situational Theories

General Interaction Theory

Idiosyncrasy Credit Theory

Leadership Functions

Qualities of a leader

Summary

Keywords

Answer for CYP Questions

Books for further reading

Questions/Exercise

7.1 MANAGEMENT

7.1.1 Introduction

To achieve a particular objective management is a co-operative endeavour. A well established management is very much necessary for every organization. Managerial functions are also constantly increasing because of the welfare activities. Dr.Appleby says that 'the heart of administration is the management of programmes designed to serve the general welfare".

Check Your Progress Questions

1) Examine the meaning and nature of Management

7.1.2 Meaning and Nature of Management

The Management is a term used in different ways. It will refer to explain the whole system of total administration or refer to only one aspect of administration. It may refer to the persons who are in power in the organization., In other words in public administration the term is occupying a key position. According to Seckler and Hudson "Management will be regarded as the collective utilizations of human resources and material in an effort to reach the known goal".

Millett says "Management is the process of directing and facilitating the work of people organized informal groups to achieve a desired goal". So management is the achieving of a objective through the efforts of other people. So Management constitutes the process of directing and facilitating the work of the people organized in formal groups to achieve a desired goal. There are some features of management reflecting its nature. The first feature in management is a technique or a skill for getting the work done. It is universal in nature. As management is a growing science, it techniques are growing. They are scientific in nature.

Secondly, Management is a collective activity. Management is more than one manager. Authority is exercised by the group and also responsibility is also there for group activity. Power, authority and responsibility in an organization may be vested in one single individual. But performance of the work is in the hands of management. Not only that every employee in the organization needs the managerial ability. Management is a Profession because it is a specialized job, it is the third feature. Management is more a staff function rather than a line function. Fourthly authority is the basis of management. It is the fundamental basis on which management is constructed. Authority only influences the subordinate action in the hierarchy. The next feature is a public management must be responsible and accountable. Accountability is the justification of the performance of authority and action. Management is held responsible for its

actions, this responsibility is of three types. They are political responsibility. Institutional responsibility and Professional responsibility.

7.1.3 The tasks of management

It is difficult to state precisely the task of management. Gulick uses the word POSDCORB is describing the tasks of management. Planning, organizing, staffing, direction, co-ordination. Reporting and Budgeting. All these are the functions and tasks of management. But generally the tasks and functions of one organization is different from another organization and also generally these are peculiar problems to each organization.

The second set of problems are those which are technical in nature. It is generally common to all large-scale organization., the common problems of management can be studied in many different agencies., regardless of the nature of the work they do. This includes different categories of work., namely problems of work direction, this includes, problems of leadership, planning communication, supervision and public relations; then comes the problems of work operation, it problems of interval services, which are house –keeping functions. Other important tasks of management are Leadership, Policy formulation, Decision-making, Planning, Co-ordination, Communication, Delegation, Supervision, Public relations.

7.1.4 Tasks of good management

For a good and efficient management, it should have satisfactory service. By satisfactory service we mean equitable service to all. And also it should be timely service. Another important factor is continuous and ample service. Service should be progressive service. For a good government, we need responsible performance. This is the fundamental value of administrative process. Management guided by this value hates the idea of arbitrary authority and power. A good government is constitutional government. And also this government only believes in the dignity of the individual. The concept of good government has a real meaning for management. A very effective management in the public service is one dedicated to good government.

7.1.5 Types of Management

Large scale organizations have three well defined types. Of course there is no hard and fast line of demarcation. The types are (1) Top management (2) middle management (3) Rank and file. This is sure about their responsibility and levels of work. In India this demarcation is not so well defined. Class I services in

Check Your Progress Questions

2) Examine the nature of management and tasks of good management.
3) Explain the types of Management.

Indian administration constitute the top and class II middle management and the rest rank and file.

7.1.5.1 Top Management

It consists of political and administrative personnel. That is the ministers, secretaries and so on. This top management is concerned with direction and control. It has to provide for right kind of action. To get the accountability for the execution of policy is control. Of course Direction includes all functions. Top management does the functions of direction and control. It has to prepare notes, reports and information needed by the minister. So also to the legislature, the questions answers are prepared by the top executive. Even on legal matters it has to prepare the answers. This serves as the link between cabinet and civil service. It pays attention to such requirements of effective public management.

The top management personnel should open-mindedness, broad vision. Imagination, drive, intellectual knowledge and so on.

7.1.5.2 Middle Management

Between top and middle there is not much difference, because the levels of work and responsibility do not differ. Middle management with a few exceptions covers bureau chiefs, divisions and section heads and other intermediate grades, the budget and accounting officers, purchasing officers, personnel officers, liason, officers-manager of public institutions are the personnel of middle management. These personnel are also recruited by Service Commissions.

7.1.5.3 Functions of Middle Management

The main function is Programme and Operational Planning. Middle management is directly connected with it. Another important function lies in the control and direction of operations. This is vital for a good and effective administration, because this task is of very much essential. Another essential function is Middle Management has the skillful function of supervision. The burden of effective supervision in the hands of middle management. Another function of middle management to elicit public co-operation. Through the field workers taxes are to be collected,, law and order to be maintained., trade and business to be regulated.

7.1.6 Qualities of Middle Management

They must be vocational experts. In other words they must have

the organization. Because laws and regulations affect the government operations, if these are not properly followed. They must be experts in the art of supervision. They must create team spirit and team work. They should have leadership capacity. The longer the experience the better the functioning of middle management. To conclude we have to accept that middle management is a training ground for the emergence of top management.

7.1.7 Rank and File

The rank and file is actual work spot. This is described as shop-floor.

7.2 LEADERSHIP

7.2.1 Introduction

Different scholars give different definitions to leadership. Pfiffner and Sherwood say that a leader is a modifier of organizational behaviour. "Get the right man in the leadership job and all your problems will be solved" is one of the definitions. According to Millett" Leadership is often thought of as being primarily personal in character, as being founded upon individual pre-eminence or accomplishment in a particular field of endavour, superior strength, superior cunning, superior intelligence, superior knowledge, superior determination, any or all of these may be means to the attainment of leadership". But these personal qualities do pay dividend. Leadership is something more than all the above. Leadership means the capacity to set new goals. His nobler potentialities must show himself a leader.

Leadership has two meanings. The dictionary defines it as 'to lead'. The other two meaning are (a) To excel, to be in advance, to be prominent. (b) To guide others, as the head of the institution of organization. And also to hold Command. So leadership is identified with individual pre-eminence and also it is identified with individual managerial talent.

Check Your Progress Questions

4) Explain the mea Leadership

7.2.2 Power

There is a close relationship between power and leadership. Both have much in common. Some become leaders because they exercise power. Political leaders can be taken as example for this. But it is said that it is unthinkable that a leader should not have power. In most of the definitions we see that there is a role for influence in leadership. Power it indicates coercion, authority, command. Unless these are activated we cannot achieve the goal. Leadership represents the

choice of these instruments. A leader cannot and will not, if he is a good leader. always rely on these instruments, but if he wants he will use them as a last resort. Leader must persuade, influence, motivate and inspire. A Leadership quality is persuading the people to co-operate in the achievement of common objective. According to Terry "the activity of influencing people to strive willingly for mutual objectives". Under the leadership, the leader influences the follower's behaviour in a situation. So the leader influences and energies the people working in the organization.

7.2.3 Authority

All the leaders are vested with some authority. Leader and authority cannot be separated. But all the persons who are having authority can not be leader. So a leader does not require only authority, apart from this it requires some other qualities.

7.2.4 Types of Leadership

There are three types of leadership namely:

1) Authoritarian Leadership.
2) Democratic Leadership.
3) Charismatic Leadership.

The first one is authoritarian – directive approach was the product of F.W. Taylor's scientific management movement. The Democratic leadership was the outcome of the researches conducted by Elton Mayo. This was the Hawthorne experiment. It was supported by IOWA and Michigan studies. The authoritarian studies concentrates on more production and not the welfare of the employees. But Michigan studies showed the best pattern of supervisory leadership is human relations. It is called as Democratic leadership. This means that power rests with the participants. Max Weber and German sociologist have explained Charisma. A leader who is a natural leader possesses the inherent qualities. Here leader is considered as a friend, philosopher and a guide to the subordinates in the organization.

7.2.5 Theories of Leadership

For the study of leadership, there are different approaches

1) Trait theories
2) Socio metric theory
3) Situational theories
4) General interaction theories

5) Idiosyncrasy credit theory.

7.2.5.1 Trait Theories

This theory deals with inborn characteristics in man which makes a person leader. It is based on a comment that leaders are born and not made. But some thinkers belonging to the school of behavioural psychology says that all characteristics are not born with all but some of them are acquired. According to H.C. Warren generally leadership depends on attitudes and dominant habits, but not in all the individuals. But some get them through training as well as learning. Another writer Keith Davis four important traits for a good leader. They are : (a) Human Relations attitudes (b) Inner motivational achievement (c) Social maturity (d) Intelligence. Now the important question here is whether there is any universally acceptable trait for leadership. And it is said that trait for leadership. And it is said that theories have little analytical and productive value.

7.2.5.2 Socio metric Theory

The two prominent men in this approach are Jacob Moreno and Helen Jennings. This explains about inter-personnel attitudes within a group. According to the groups, goals, tasks and internal structure of an organization, differ the qualities of leadership and also the qualities of requirement for leadership.

7.2.5.3 Situational Theories

By placing a leader in a particular situation and identifying the leadership traits is the situational theory. The assumption is certain elements like, intelligence, speech, stability and persistence are essential for leaders. Trial situations are created and the candidate is placed in a group in this situation. Even though trial situation is created it will be a realistic one. The situational approach stresses that leadership roles, skill and behaviour depends upon only the environment situations., both internal as well as external. There are some situational factors which influence leadership effectiveness, namely:

1) The history of the organization, the age of leader, and also his leadership experience.
2) The group or the community in which the operation of organization taken place.
3) The work requirement of the group.
4) The group psychological environment
5) The kind of job the leader is having.
6) The personality of the members of the group

Check Your Progress Questions

5) Examine the features of trait theory of leadership.
6) Explain the various theories of leadership

7) The size of the job, which he is holding.
8) The time taken for decision – making.

7.2.5.4 General Interaction Theory

Leadership is a relationship function between the personality and social system. Fred Fiedler is the elaborator of the theory. He developed a model based on the relationship between leader style and favourableness of the situation. The effectiveness of the performance of the group can be affected by not only the change of leadership styles. But also the situation in accordance with the described relationships.

7.2.5.5 Idiosyncrasy Credit Theory

Leadership is always decided on the basis of followers. This approach analyses this. The leaders influence the followings and Vice Versa. Edwin P. Hollander and James W. Julian use the concept of 'Exchange'. This they use to explain the leader – follower relationship or interaction. This theory is of the feeling that Leadership, situation and group can be combined together, because, this integration has an overall influence system of leadership. This is considered as an important theory of leadership because this style is comparable with the needs, and expectations or aspirations of the subordinates in the organization.

7.2.6 Leadership Functions

A leader should work for unity and cohesiveness in the organization. This is the democratic leadership function. But there is a different view by the authoritarian leadership supporters. The sole purpose of leader is more and more production. But a leader cannot have such a narrow outlook, because the leader must influence the subordinates to increase the production.

According to Chester Barnard there are four main functions for a leader, which he is expected to perform. He has to determine the objectives of the organization and also he has to manipulate the means of achieving them. He should have the control of the instrumentally of action. Last function is the stimulated coordinated action. There are some more functions as described by other writers on leadership. In this Goal setting is a very important function of the leader, because it only creates the purpose of organization. Purpose is a measuring rod in relation to actual performance. Leadership should know how to design job. The complex organizations need breaking of job and designing them. Employee's specialization is increased. To achieve the objectives of organization we need a very efficient communication system. Communication has many problems, in

communication is always difficult. It should not be too right or too flexible.

A good leader must try all the employees' maximum participation in the functioning of organization. For this the leader must delegate the responsibility. Problems and new proposals must be consulted. And also the participation will solve ego-problem. There will be enthusiasm and interest on the part of the employee. The subordinates will always have some high expectations about the superior that must be filled by the superior. Workers must fill up his loyalty, responsibility and duty to the superiors. The superior's leaders when working with subordinates must maintain equal status and not the superior status. Of course in the hierarchy leadership is provided at several levels in the organization, but the top level leader is the important leader. His role is considered as the most important role. And even though he is sitting at the top, he is not alone working for the development of organization. It is a collective activity in which all the key persons have a role to play, but under the overall control of the top leader.

7.2.7 Qualities of a leader

There were number of qualities mentioned by different leaders. But we are concerned with the Administrative leaders. The General requirement of a leader is genuine respect for integrity as well as to the subordinates. A leader must show his strength and personality to the job. Apart from this leader must have interest, intelligence and energy. The other qualities of a good leader are vitality, endurance, decisiveness, persuasiveness, responsibility and intellectual capacity, said Chester Barnard.

According to Millet the leader needs Good health, Energy, and Physical strength. He should have a sense of mission, and personal commitment to a purpose, and should have enthusiasm and self confidence. A leader should have good common sense, quick absorbing power, and a capacity to use the knowledge. Apart from that he should have the a sense of moral duty, willing to share the achievements, a character which will command the respect of others and at the same time a capacity to win others. He must know the strength and weakness of others. In other words he must be a good judge.

Check Your Progress Questions

7) Analyze the qualities of leadership.

Paul H.Appleby in a lecture at Indian Institute of Public Administration at New Delhi has mentioned about the qualities of a leader of administration.

1) Willingness to assume responsibility.
2) He must expand his ability and knowledge.

3) He must have as strong bent towards action.
4) He must be a good listener and questioner.
5) He must know how to deal effectively with the people.
6) He should always keep ablest men around him.
7) He must utilize in total the institutional resources.
8) He must avoid using power of authority.
9) He must positively welcome the reports of troublesome, before the reach the unmanageable situation.

Thus a leader and a follower is thus a pre-condition to the success of an organization.

7.3 Summary

A successful organization has one major attribute that sets it apart from an unsuccessful organization: dynamic and effective leadership. The success of every organization is dependent upon the quality of its leadership. In a business enterprise several tasks such as determining the objectives of the enterprise, designing the methods to achieve them, directing and coordinating the activities of various departments, etc. can be successfully performed only if there is an able leadership. In the words of George R. Terry, "The will to do is triggered by leadership and lukewarm desires for achievement are transformed into burning passion for successful accomplishment by the skillful use of leadership.

Leadership should be distinguished form domination or headship. Formal heads hold positions in the required system that give them certain formal authority and status. The leader, on the other hand, achieves his leadership results solely by his ability to influence others position in the formal structure. His authority depends on the willingness of his followers to accept his directions.

Another essential difference between a head and a leader is in respect of their goals. For a head, achievement of organizational goals is always important. But it is not so for a leader. He may have strong personal goals before him.

A leader may be successful and still not effective. To be called an effective leader, accomplishment of one's own goals is not enough. There should be integration of leader's goals with those of his followers. This integration alone can create an interpersonal relation in which others comply because they want to, not because they have to.

7.4 Keywords

Leadership – Management – Power – Authority – Trait Theories – Sociometric Theory – Situational theory

7.5 Answer for CYP Questions

For Question No.1.	Refer Section No.7.1.2
For Question No.2.	Refer Section No.7.2.1
For Question No.3.	Refer Section No.7.2.5.1
For Question No.4.	Refer Section No.7.1.5
For Question No.5.	Refer Section No.7.2.7
For Question No.6.	Refer Section No.7.1.2

7.6 Books for further reading

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7.7 Questions/Exercise

1. To you know Socio metric theory
2. Examine the meaning and nature of Management.
3. Define leadership, Bring out the types of leadership.
4. Examine the features of trait theory of leadership.

Unit - 8

ORGANIZATIONAL BEHAVIOUR – POLICY-MAKING, DECISION-MAKING

INTRODUCTION

The process of policy formation is one of the central processes of government. According to Appleby, the essence of public administration is policy making. The use of policies is vital in the task of planning a course of action. Policies supply the standard guides which help managers to plan, to act in line with legal requirements and to realize the desired objectives. Policies help the executive keep his activities within a 'prescribed framework of action'. As a matter of fact, policies give meaning to the objectives. The objectives of an organization are usually couched in general terms. Policies give concrete form to these goals.

Decision making is a common everyday phenomenon. All of us all the time making decisions whether on personal or public matters, in important or insignificant fields. Indeed, no organization can be run without taking decisions; and if it is to be run on sound lines, decisions have to be, by and large, correct and reached in time. Similarly, decision making is the essence of all management, public or private. The power to make decisions has been correctly identified with the power to manage. No one can ever aspire to be a successful executive if he is either incapable of taking decisions or is prone to make wrong decisions. A greater leader, somehow, develops an uncanny judgement which usually results in correct decisions.

OBJECTIVES

Understand the meaning of Policy – Making and Decision Making.

Knowing the policy of legislative, executive and judiciary.

Role of Policy Making in India.

Analyzes the problem of Decision – Making.

Able to study of types of management decisions.

UNIT STRUCTURE

POLICY – MAKING

Introduction

Who Makes Policy?

Legislature

The Executive

Administrative Agencies

Judiciary

Political Parties

Pressure groups

Individual Citizens

Basis of Policy – Making

Internal Sources

External Sources

Special investigations

Research and study

Policy-making in India

Cabinet Secretariat and Prime Minister's Office

Recent Policies of Central and State Government

Policy Process and Implementation

DECISION – MAKING

Introduction

Types of Management Decisions

Personal and Organizational Decisions

Problems of Decision-making

Bias

Eliminations of Bias

Simplification of Procedures

Board-Type of organization

Use of consultative bodies

Protection from External Pressures

Publicity of Decisions

The decision-making theory

Criticisms

Summary

Keywords

Answer for CYP Questions

Books for further reading

Questions/Exercise

8.1 POLICY – MAKING

8.1.1. Introduction

One of the essential functions of the government is policy formulation. Richard Rose "A policy is not a decision but a course or pattern of actions". Policy means a decision as to what shall be done and how, when and where. "Policies are the consciously acknowledged rules of conduct and guide administrative decisions" said Dimock. "Public policy is anything a government choose to do or not to do "says Thomas Dye. Policy Decisions are generally take by a group of administrators, or decision makers. It highlights the link between the government action and also the perception of the existence of a problem requiring action.

Policy-making should not be confused with decision-making. At the same time they are closely related with each other. Policy making always involves decision-making., but it is not vice-versa. Policy decisions always have a sense of direction to the course of Administrative action.

Austin Ronney describes five factors of public policy. They are:

a) Particular object-set of objects.
b) Desired course of events.
c) Desired course of action.
d) A declaration of intent.
e) Implementation of intent.

8.1.2 Who Makes Policy

There are two ways of policy-making. One is the people through the elected representatives in the legislature and ministry, whereas the other is the administrative official chiefs. Of course we know that two channels are totally not different from each other, for obvious reasons that legislative policies are very much influenced by Administrators and Vice-Versa.

…eck Your Progress …estions

Define Policy – Making.
Who makes Policy? Explain.
Examine the basis of Policy-Making.

8.1.3 Legislature

Legislative policy finds expression through the laws or resolutions. The legislature will lay down broad base or framework for the policy. And it is left for implementation. As there is the technical advancement, legislature largely confines itself into broad objects, leaving the rest to the administrators. In the

modern times legislature has lost interest in policy-making, and handed it over to the executive. The constitution only provides that policy-making is in the hands of legislature. It is the cabinet or the ruling party dominates the legislature. So Policy-making is not in the hand of legislature but in a group, or in cabinet. Majority of the policies are framed by the cabinet and approved by the legislature.

8.1.4 The Executive

In Parliamentary Democracy the real executive is the cabinet. We have already seen that it is the highest policy making body. Prime Minister, has the dominant voice in the cabinet, particularly in policy making. At the same time, it is clear that cabinet is a collective body. There are cabinet committees which help the cabinet to make policy decisions. Then the Minister will decide, finally it goes to the Prime Minister.

In Presidential form of government control and decision of policy making rest with the President. President is not only the chief executive but also the chief legislator and chief policy-maker. Of course, congress can exert influence and reject even the cases. It can be considered as a check on the waywardness of the President.

8.1.5 Administrative Agencies

We have already seen that there is a link between the administrator and the legislature, in the policy making. The primary policy is laid down by the legislature, the secondary, tertiary policy is made and added to it at the various levels of administrative hierarchy. In the developing democratic countries like India, the administrative bureaucracy plays a convincing role in the policy-making process. This can be seen in transitional countries rather than modern countries. In these countries, in comparison with well knit-organized bureaucracy, the policy making institutions like electorate, pressure groups, interest groups are all weak, and also fragmented.

8.1.6 Judiciary

Judiciary interprets and applies the laws made by the legislature, so the policy-making is outside the purview of judiciary. The Judicial Review exercised by Judiciary, plays an important role in policy making. It means it declares the constitutionality of action. In USA in some cases in economic policy, played the role of third chamber. So, we can conclude that courts are playing a positive role.

8.1.7 Political Parties

Political parties play an important role in all the modern democracies. They are important machinery for public policy making. This is plain that the ruling party has a role to play in policy-making. Political parities are having policies and programmes, which profess as election manifesto. In case that party comes to power it will try to implement that manifestoes. Political party with the majority forms the government and engages in the formulation of public policy. The role of political party in policy making is significant.

8.1.8 Pressure groups

It may also be called interest groups. Those who are having common interest will form the pressure or interest group. They never occupy the political offices. But they influence the policies of government. Generally the pressure groups are well organized and strong. Some examples are Trade Unions, Women's organizations, farmer's organization consumer bodies and so on. They always try to protect the interest of their members by pressuring the members to pass policies for their own welfare. They have their own methods of propaganda, publicity, campaign, lobbying personal meetings and so on.

8.1.9 Individual Citizens

In the modern era no government can force a policy on the Citizens. If the Citizens oppose a policy in large numbers, it cannot be forced by the government. So citizens have influence on Policy-making. Elections, Right to vote decides public influence on policy-making.

8.1.10 Basis of Policy – Making

Broadly speaking there are four ways through administration collects the necessary information.

8.1.10.1. Internal Sources

Every department has a centre where periodic reports, returns, statements, account, other necessary materials are maintained. For future use and reference these records tare maintained. Even agencies are engaged to collect data and sources, and also the necessary statistics. These data form the basis for data-collection. The data and information and statistics collection centres are, The Central statistical organization, the National Sample Survey, The Bureau of Public enterprises, the Directorate of industrial statistics. The material collected

are processed, organized and interpreted, when there is a need it is used for policy making.

8.1.10.2 External Sources

The internal data itself is not sufficient, so administration starts collecting information from external sources. This is collected through private bodies, unions, associations, chambers and so on. The external information will be truer than internal. It is clear that internal information may be based naturally unrealiable and inaccurate. So, to find out the truth and reality external sources are used. Their suggestions are analyzed and considered before policy-making.

8.1.10.3 Special investigations

Commissions and Committees are appointed for special investigations. This will gather information on a particular field or matter. Examples of these Commissions are The Royal Commission, the Hoover Commission, Decentralization commission, Radhakrishnan Commission, Sarkaria Commission and so on. The recommendations serve as the basis for policy-making and effecting reforms.

8.1.10.4 Research and study

Government frequently undertakes Research work in the different fields. Examples are office of Management and Budget in U.S.A. Organization and Methods in the Treasury, Indian Institute of Public Administration., Council of Scientific and industrial research. All the new policies will take ideas from the research centers. Even the international organizations like W.H.O., ASEAN and SAARC are sources of information for Policy making.

There are some other factors which influence policy-making. They are:

1) Every policy must be in conservance with the previous of the constitutions.
2) Before the formulation of policy, the prevailing customs, traditions and convention. A policy should not go against the established way of life.
3) International law and world opinion must be taken into consideration before framing a policy
4) If a department's policy affects another department's policy, the affected party must be consulted prior to the framing of the policy.
5) All the units, associations must be consulted before framing policy.
6) External environment will influence policy making.

7) Ideology plays an important role. Policy should not totally go away from existing ideology.

8) Political leadership and personalities of political leaders influence the policy making. For example, George Bush, Margaret Thatcher, Jawaharlal Nehru.

9) We have already seen that the interest group and pressure group also influence the policy making.

10) According M.P. Follett every decision is a "moment in a process". This is very much true with regard to policy decisions.

8.1.11 Policy-making in India

The political, social and the economic environment influence the policy making in India. The Indian Constitution provides the chapters on Preamble, Fundamental Rights, and Directive Principles or States policy to give direction to the policy-making. The Indian federation, parliamentary form of government all is given role in the policy-making. It is clear that the principal policy making functionaries are the Prime Minister, Cabinet Ministers and Secretaries. At the centers there are 400 public policy makers and so also in the states. Some of them are at the top level.

The Constitution is the supreme law of the land. So, we saw that every law of the land must be in consonance with it.

The Legislature : The legislature only enact laws to give effect to the policies laid down in the constitution. Legislature is the supreme body. It has general discussions, different type of motions, interpretations and resolutions to mould the policy.

The Cabinet : It is the chief source of policy making. Prime Minister and all other ministers play an important role in policy making. Some policy matters will be referred to Cabinet Sub-Committees also.

Planning Commission: We have already discussed the role and importance of Planning Commission. It is a non-constitutional body set up by executive action. It is a staff agency. It plays a dynamic role in giving advice in policy-making. The National Development Council guides the Planning Commission in the case of promoting growth, equity and productivity.

Bureaucracy : The Bureaucracy has a double role to play. One by advising the minister in policy making and second by implementing or executing the policies made.

8.1.12 Cabinet Secretariat and Prime Minister's Office

These two are the key agencies in policy formulation. Cabinet Secretariat is headed by a Cabinet Secretary. It was playing the role of co-ordinating all the policies among the various section of the society. During the Prime Ministership of Jawaharlal Nehru, Prime Minister's office became a prominent and important one. Sardar Patel was against this move and again cabinet secretariat occupied the key post. Again in 1964 Shastri who was the then Prime Minister made Prime Minister's office as the important one in policy formulation. From that date onwards Moraji Desai, Indira Gandhi and Rajeev Gandhi all made Prime Minister's office a much stronger in the policy making. Both Prime Minister's office and cabinet secretariat depend upon external agencies for policy formulation. They had become lax over a period of time and have since become defunct.

8.1.13 Recent Policies of Central and State Government

Nuclear Policy : It was highlighted as a consequence of Pokharan II nuclear explosion in May 1998.

Foreign Policy : It is non-alignment and peaceful co-existence and also peace and friendship with all the world countries.

Education Policy : Eradication of illiteracy. Delinking of degrees form jobs.

Reservation Policy : For Scheduled Cast and Scheduled Tribes And also Backward Class. Now the 331/3% of reservation for women is to give equal representation to women in all the places. In other words to empower women and remove Gender bias.

Like these we have number of policies like Sports Policy, Health Policy, Environment Policy, Transport Policy, and Housing Policy and so on to promote the welfare of the people.

Policy Evaluation : This forms the basis for finding out whether a policy is accepted or rejected by the people and what are the causes of it. There are many organizations, institutions and agencies involved in the evaluation.

Planning Commission has a plan evaluation organization to evaluate the policies and programmes.

Parliamentary committees like Public Accounts Committee, Estimates Committee and Public Expenditure committee do the evaluation of executing of policies.

The Comptroller and Auditor General of India critically evaluates the annual reports submitted to the Parliament. This includes even the utilization of funds, irregularities and wastage committed. Political parties then and there constantly evaluate the public policies. They propose new policies for the well-being and welfare of the society. Non-Government and Voluntary organizations and associations engage in the evaluation of public policies. Media play a very prominent role in analyzing the government policies. Radio, Newspapers, Television all have a dynamic role to play. In Newspaper there is a Section for public opinion, Editorials which serve as an instrument of public policy evaluation. We have research Institutes, Universities, experts view even the Reserve Bank engages in the evaluation of the polices.

8.1.14 Policy Process and Implementation

At the top level of the hierarchy starts the policy formulation, of course with the co-operation of all the members of the organization. This top level policy becomes the guide for supporting policies which may emanate from successively lower level. An effective policy is "that are supported by the group over a long enough period to become accepted practice". Once a policy decision is taken by the Cabinet. It becomes a law when passed in the Parliament.

8.2 DECISION – MAKING

8.2.1 Introduction

The decision is generally defined as 'the act of determining in one's own mind upon an opinion or course of actions'. It is choosing one alternative among several. 'It is the selection of one behaviour alternative from two or more possible alternatives". Decisions are never permanent. They change with the changing circumstances. Thus decision making means "choosing one course of action rather than another, finding an appropriate solution to a new problem posed by a changing world".

A number of factors are involved in decision – making process. Millett describes three important factors. Personal differences, role of knowledge and

institutional and personal factors. Taking personal differences there are some personal qualities of individuals which make some decisive, and others not decisive. Some are willing to make choices and face the consequences. But some prefer to avoid clear-cut choices. The social and professional environment only brings changes. And it cannot be accepted that as the intellectuals make no good leaders or administrators they are not good decision makers. There are some limitations to the intellectuals. An intellectual may be irresponsible so he may be non-decisive. Otherwise an intellectual seeing the possible consequences, may be indecisive. Lastly he may be indifferent to the impact on the people.

It is very clear that Decision-Making depends upon the availability of facts and the necessary data. Prof. Simon says that the real critical factors in the decision-making process depends on the availability of the information and the computational capacities available to deal with the information. There are institutional limitations which circumscribe the decision making. The decision must consider the aspirations, traditions and also attitudes of the agency. The personal factors also limit the decision making. The Administrators cannot sit in 'Ivory tower' without considering the people who are the basis of democracy. Decision are made for the people and not in vacuum. According to Seckler and Hudson "Decision-making in government is plural activity. Decisions are the product of long deliberations in which many people and agencies participate, through it is the top administrator who must ultimately give the final word, because it is who has to own the responsibility of the consequences of a particular decision". So decision making is a plural activity.

Check Your Progress Questions

3) 'Decisions should not be taken emotionally' – Discuss.

Let us analyse what are the bases of Decision making, Generally there are no fixed bases. Everything depends upon the nature of decisions to be taken and also nature of agency. The general comment is decisions should not be taken emotionally but it must be a rational decision. There is a list given by Seckler-Hudson as the bases of decision making. They are:

a) Legal limitations
b) Budget
c) Mores
d) Facts
e) History

f) Internal words

g) Anticipated future

h) Superiors

i) Pressure groups

j) Staff

k) Nature of programme

l) Subordinates

Apart from the above factors, decision-maker should always be clear that he is in a choice situation. Not only that he must be able to make a ranked preference selection between these alternatives. But he should be in selection, logical and consistent.

Is there any universally accepted techniques of decision? No. Because the problem of decision should be carefully studied, investigated before taking decisions. It is a common factor. Prof. Terry gives some sequence of steps to facilitate decision making. They are:

a) Trace what the problem is.

b) Collect total information about the problem, and also different view points of the problem.

c) Decide what is the best course of action.

d) Investigate the proportion and tentative decisions.

e) Make an evaluation of the tentative decisions.

f) Decide and put into action.

g) Have the follow up.

After all these if there is any need to modify the decision, modify it.

According to Maurice Spiers decision-making process consists of five phases. T hey are information input, then information is examined, the formulation of alternatives, selection of alternatives, and implementation. Martin Starr syas about the components of a generalized decisions are (1) Strategies (2) Environments (3) Result. So Starr feels that decision is a multi-dimensional specification of results is required.

Herbert Simon, a noble laurate describes three stages in the decision – making process. He talks about (1) The intelligence activity, that is a decision maker must identify the occasions.(2) the Design activity which requires inventing, developing and analyzing possible course of action.

(3) The last being choice activity which, among the alternatives selects the available choice.

8.2.2. Types of Management Decisions

8.2.2.1 Personal and Organizational Decisions

This is used for the achievement of personal goals and organizational goals. Generally personal decisions cannot be delegated to others., whereas organizational decisions can often be delegated to subordinates or others. There are basic decisions which are permanent in character and they are generally taken for long duration. Every day, repetitive management decisions are routine decisions., which do not bear any great impact on the organization. But routine decisions play important role in the development of organization. Where the problems are repetitive in character it is programmed decisions. We have programmed decisions, where we have repetitive decisions. The non-programmed decisions refer to problems of non-repetitive character, which required long-range decisions.

8.2.2.2 Problems of Decision-making

Decision-making is not an ordinary activity. It is highly complex and difficult process. Let us see some of the problems in decision-making. Routine decisions take too much of time. In all organizations public or private takes much time. Other decisions are avoided or postponed. There is always a doubt which problem should be solved first. In a large scale organization, there are several problems. Every problem will look very urgent. So the priority of the urgency of the problem should be seen. It is very difficult to decide the urgency of the problem, because of the limited resources. Thirdly, decisions are delayed because of lengthy procedures, and too much of formalities. Procedures are in a round about way. So it is very difficult to take a decisions immediately in large size organizations. Maurice Spiers explains about four basic limits on rational decision making. First one is, if the informations collected, is limited;, selection of the alternative decisions. The value system limits the circumstances in which choice may be made, among the alternative decisions. Political affiliations and political influence also affect the decision making choice. Environment also controls the decision making, rather on the implementation of a decision.

Check Your Progress Questions

4) Define Decision – Making. Examine the problems of Decision – Making.
5) Describe the major types of Decisions.

8.2.2.3 Bias

Bias is undue learning to one side in decision-making. It may be prejudiced, that is an opinion formed before taking a decision. It may be wrong

or right opinion, favourableness or predisposition towards a particular matter But bias is not favouritism, corruption or nepotism. Bias is something developec unconsciously. The situation where bias generally operates are (1) if the officia has the discretionary powers (2) where thee are no established procedures and (3) Where there is the combining of executive and judicial functions. (4) If the administration has regulatory functions. (5) In abnormal situation. (6) in swoller communities.

8.2.2.4 Eliminations of Bias

How to eliminate Bias? It is better to eliminate unhealthy and undesirable jobs. If the bias is constructive and healthy it can certainly be encouraged.

'Conflict of interests' clause have developed by Americans. It will prevent public officials from taking decisions where they have interests. That is why we say that civil servants are kept away from outside political pressures, pecuniary gains.

8.2.3 Simplification of Procedures

Unnecessary rules and regulations, lengthy and cumbersome procedures only create bias. Rules become simple means no problems. Organization anc Management in all the departments should be encouraged and speeded up.

8.2.4 Board-Type of organization

Board-Type will reduce the authorities and arbitrary decisions. In board type, power is differed, one person prevents the other.

8.2.5 Use of consultative bodies

Consultative bodies will give advise and help to avoid bias views an opinions. And also advise will be given for good decisions.

8.2.6 Protection from External Pressures

Public personnel must always be protected from external pressures. W must avoid political pressures from any corner. The pressures should not com from officials and non-officials. No pressure should be exerted.

8.2.7 Publicity of Decisions

If proper publicity is given for decision-making the reasons given for suc decision making, when the officials know that his decision will be given publicit he will be very careful in finalizing decisions.

Apart from all the other factors education and training is necessary for public officials.

8.2.8 The decision-making theory

Herbert Simon is the most popular in the approach to administrative efficiency through decision-making. This is exposed in the book 'Administrative Behaviour' of Herbert Simon. Simon finds a similarity between economic man and administrative man. He further says that administrative man become properly rational when his concepts of efficiency corresponded fairly closely to those of the economist. Simon has mentioned about the 'behaviour alternative model? This model states that an administrator must examine all possible courses of action, which are open to him. Evaluate the benefits and losses. Then only he should choose the course of action. Simon says his model is different from the traditional ends-means approach. Means and ends separation could not be accepted., since means also entails value judgements. Simon's model is not much different from the logic of end-means theory. And in both the theories all decisions are necessarily made within the assumed framework of values and constraints. Simon's decision-making model is also called as rational-comprehensive model. This assumes that complete agreement on purposes, goals and preferences, with regard to the outcome of decisions.

Three basic elements are there in decision – making.

(1) In any situation, a proper understanding of alternative courses of action and consequences.

(2) Decision maker will have access to all of the needed information. He should fully analyse the information.

(3) In organization, the top management only is capable of such rationality. It only makes basic decisions and sends them down in the hierarchy for implementation.

There is an alternative to the rational-comprehensive model., which is called as concept of limited rationally. It describes the reality of condition of decision-making in an organization.

Simon explains what are the characteristics of that reality.

1) The actors in the organization do not agree on goals and outcome and basic values. So they are always vague and contradictory.

2) Decisions makers are ignorant of all the possible alternative available.

Check Your Progress Questions

6) Explain the Decision – Making theory of Herbert Simon.

3) Managers in the organization look at the problems on the basis of preconceived notions.
4) Generally the solution to the problems and structure is searched at their roots in group based perspective as opposed to organizational point of view.
5) Decision – makers in the organizations only a limited capacity to analyse the information which they are having.

The factors show that the capacity for rationality is limited. Simon believes that the essence of administrative decision – making is limited rational satisfying behaviour. In Simon's model of formal structures and processes of the organization are very important. Organizations achieve higher levels of overall rationality than individuals.

The objectives and values of an organization guide the decision of its members in two ways namely:

a) By exercising authority and providing information.
b) By internalization of values in the psychology of the individual.

8.2.9 Criticisms

Simon's concept is subject to criticisms because of its indifference to ethical values in decision-making. The terms good and bad when they occur in the study of organization are seldom employed in a purely ethical sense. The critics say this as "rationalization of immorality or at best, as intended to absolve the decision-makers of their immoral activities". And also Simon's theory has become to be a theory of rationalization of capitalist immorality.

But Simon's work is a very admirable one. It has a revolutionary appeal when applied to the administration. Simon's thinking has influenced America because of the growth of intricate problems in modern administration.

8.3 Summary

This unit attempts to understand Policy-Making, what are the administrative agencies, basis of Policy-Making, Role of Policy-Making in India, Recent Policies of Central and State Government, define the Decision-Making, particularly types of management of decisions, problem of decision making, and explain briefly various decision making theories and so on. Decision-making permeates through all managerial function and covers matters relating to planning, organizing, directing, staffing, and controlling.

A decision is an act of choice wherein an executive forms a conclusion about what must be done in a given situation. A decision represents a course of behaviour chosen from a number of possible alternatives. Three aspects of human behaviour are involved in decision making : (i) cognition, those activities of the mind associated with knowledge; (ii) contain, the action of the mind implied by such words as 'wilLing', 'desire' and 'aversion'; and (iii) affectation, the aspects of the mind identified with emotion, feeling, mood, and temperaments. Based on these facts, decision-making has been defined as 'a conscious and human process, involving both individual and social phenomena, based upon factual and value premises, which concludes with a choice of one behavioural activity from among one or more alternatives with the intention of moving toward some state of affairs'.

8.4 Keywords

Decision Making – Pressure groups – Policy-Making – Bias

8.5 Answer for CYP Questions

For Question No.1.	Refer Section No.8.1.2
For Question No.2.	Refer Section No.8.1.1
For Question No.3.	Refer Section No.8.2.1
For Question No.4.	Refer Section No.8.2.2.2
For Question No.5.	Refer Section No.8.2.8
For Question No.6.	Refer Section No.8.2.2

8.6 Books for further reading

1. March, J.S., *Business Decision-Making,* Pittsburg Graduate School of Industrial Administration, Carnegie Institute of Technology, 1959.
2. Marx, F.M., *The Administrative* State, Chicago, University of Chicago Press, 1957.
3. Dr. Shriram Maheswari, Public Administration, Lakshmi Narain Agarwal, Agra, 2001.

7.7 Questions/Exercise

1. Mention the administrative agencies.
2. Write a note on Pressure groups
3. What is the role of legislative?
4. Are you aware of problem of Decision-Making?
5. What is the role of four types of organizations?

Unit-9

ADMINISTRATIVE BEHAVIOUR – PLANNING, COORDINATION

INTRODUCTION

Planning, of a rudimentary sort, is an inherent part of individual and, so of cooperative or collective endeavour. It is "a rational process characteristic the need for planning has come to be widely recognized, and the prejudice against it is fast dying out even in the so-called capitalist or free economy countries. Planning is no more equated with communist ideology and methodology. In brief, it has acquired respectability and has become even fashionable. Planning is of particular significance to an underdeveloped country where a lot has to be achieved with limited resources and within a restricted time. Thus, in our country and, for the matter of that, in all countries with developing economics, planning, is perhaps the best way to pull up the economy to a self-sustaining and self-generating stage. Verily, "all organizations must plan if they are to achieve their ends."

Coordination is the first principle of organization; it is also the first principle of management. It is, thus, a very important problem in modern administration. Some writers go to the extent of substituting the term 'coordinator' for 'manager'. It should, however, be kept in mind that coordination is only a means to an end and not an end in itself. In the words of Newman, "It is not a separate activity but a condition that should permeate all phases of administration." Need for coordination arises due to three main factors : (1) to avoid or resolve conflicts or overlapping in the work of the employees or units of an organization; (2) to prevent or discourage too much concentration on one aspect of work to the exclusion of the other aspects; and (3) to curb the growing tendency towards empire-building or greed for power prevalent in the different units of agency.

OBJECTIVES

Determination of objectives of planning.

To know the nature and kinds, process and formulation of planning.

How to coordinate and need for delegation.

Analyze the importance of delegation.

UNIT STRUCTURE

PLANNING

- Types of Planning
- Social and Economic Planning
- Planning in India
    - The functions of the Planning Commission
    - Organization of the Planning Commission
    - Internal Organization of the Planning Commission
        - General Branches
        - Subject Branches
        - Housekeeping Branches
        - Technical Divisions
        - Advisory bodies
- The National Development Council
- The Committee on Plan Projects
- Programme Evaluation Organization
- Department of Programme Implementation
- Five Year Plans

CO-ORDINATION

- Introduction
- Types of co-ordination
- Methods of Co-ordination
- Automatic and Deliberate Co-ordination
- How to achieve effective co-ordination?
- What are the hindrances to effective co-ordination?

DELEGATION

- Introduction
- Need for Delegation:
- Hindrances to Delegation
- Personal hindrances
- General Principles of Delegation
- Limitations of Delegations

Summary

Keywords

Answer for CYP Questions

Books for further reading

Questions / Exercise

9.1 PLANNING

Systematic preparation for action is planning. Generally we have some preparation of every action. This preparation may be conscious or unconscious. Every human activity is based on Planning. In a very big enterprises this conscious planning can be seen openly whereas it may not be seen explicitly in small enterprises.

9.1.1 Types of Planning

Planning, applied to any field its essence is the same, whether, it is in a smaller or bigger organization. For example, even for construction of a house we plan well in advance. The resources, location, size, architectural pattern and so on is well planned. Not only that, elements of cost, time, place and other factors are also fixed. But planning depends on the relevant data available. Planning needs expert research and also forecasting.

There are three major types of planning. Namely :

1) Physical planning
2) Economic and social planning
3) Managerial planning

But this distinction cannot be considered as water tight compartmentalization.

What is physical planning? The city and country planning and the planning of natural resources is the example for physical planning. We have examples of planned cities in ancient India, and also in Greece and Rome. But in the 19th century Germany is the best example for the city planning. The Town planning Act of 1909 was first passed in U.K. Whereas it dates back much earlier to the world fair at Chicago is USA in 1893. This only created White City in USA. Coming to India, it was very late only that is in 1915 planning legislation was first undertaken.

Check Your Progress Questions

1) **What is planning? Explain the types of Planning.**

What we mean by city planning? It anticipates the city's needs and directs the growth of cities in an orderly manner rather in a haphazard manner. For example, it has to deal with street arrangement, transport, water supply, drainage, and so on. In the present era city planning has become a social planning. It has to provide arrangements to meet the needs of the people living in the area. For e.g.

educational facilities, medical facilities and so on must be provided. City planning must include country planning also. In other words appropriate land use for agricultural forestry, industry, and mining industry and so on.

Planning is very much essential for the economical use of natural resources like water-power, forest, wealth and so on. Some of the resources are limited. How maximum it can be utilized. The best example for their Tennessee valley Authority. It is a multi-purpose power project, flood control, irrigation, navigation, afforestation and so on.

Taking our own country we have the Ministry of Natural resources and scientific research. After independence we have altogether 135 big and small river valley projects. In this we have eleven multi-purpose. Another example are Bhakra Nangal project in Punjab, Hirakud in Orissa, Damodar Valley project modeled on Tennessee Valley Authority to serve the two states Bihar and West Bengal.

9.1.2 Social and Economic Planning

Economic planning deals with production and the consumption., to provide more economic goods and services. Of course, economic planning must satisfy some social needs like raising the per capital income, fulfilling the full employment, improving the standard of living, achieving self-sufficiency in the villages. These aspects cover both social and economic planning. For this social and economic planning we need an important role of the government. A definite economic policy of the state is very much essential. It may seek to regulate the private sector and may not resort to rationalization of means of production. Again taking an example the success of Russian planning was demonstrated during world ward II. She was able to supply necessary equipment to few armies very well. This helped her to resist German invasion. On the line of totalitarianism, extensive social and economic planning had in Nazi Germany, Fascist Italy, and China.

Administrative Planning deals with the management and programme of operations in organization. It plans about personnel, material and organization. All the POSDCORB functions are planned. Budget in another term for Administrative and financial planning.

9.1.3 Planning in India

In India, M. Visvesvaraya Plan in 1933 is considered as the starting period for Indian Plans. Then at the instance of Indian Congress party, a National Committee was set up with Jawaharlal Nehru as the chairman in 1938. In 1914, the Government of India appointed a committee for Planning. Indian leaders had urged the necessary of co-ordinated action in the economic field as means to the economic development of the country. The interm Government appointed an Advisory Planning Board in 1946. The Board suggested the setting up of a Single Planning Commission, directly responsible to the cabinet. This recommendation was accepted and the Planning Commission was established by a resolution of the Government of India, on March 1950.

Free India inherited a poor economy from its foreign rulers. There were serious lags in education system, health services, agrarian system, industries, managerial resources etc. Therefore in each direction fresh paths had to be laid so that these various paths could meet and enlarge the total effort and pave the way for move rapid changes. This could be done through planning both for the present and the future. The objectives of India's Planning and its social promises are derived from the 'Directive principles of state policy' setforth in the constitution. The constitution of India has two fundamental features namely parliamentary type of democracy both at the Centre and in the states and federal nature in which functions have been constitutionally divided between the Union Government and the States. So an important question arose here as what specialized machinery should be entrusted with the work of plan formulation and evaluation of plan implementation. This question is solved by establishing a specialized planning commission on the recommendation of Advisory Planning Board of 1946.

The Planning Commission is a supreme organ of planning in India. It has emerged as a powerful and effective staff agency. This Commission commenced its work on 28th March 1950.

9.1.3.1 The functions of the Planning Commission

1. 1. To make an assessment of the material, capital and human resources of the country including technical personnel and investigate the possibilities of augmenting such of those resources as are found to be deficient in relation to the nation's requirements.
2. To formulate a plan for the most effective and balanced utilization of the country's resources.

3. To determine priorities as between projects and programmes accepted in the plan
4. To indicate the factors that retard economic development and to determine conditions which should be established for the success of the plan.
5. To determine the nature of the machinery to secure the successful implementation of the plan.
6. To appraise from time to time the progress of the plan and to recommend the necessary adjustments of policy and measures.
7. To make recommendations either for facilitating the discharge of its duties or for a consideration of the prevailing economic conditions, current policies, measures and development programmes; or for an examination of problems referred to it for advice by Central or State Governments.
8. Perspective planning.

9.1.3.2 Organization of the Planning Commission

From the very inception of the commission there was a controversy going on about the membership and status of the commission. The government has also been changing the pattern of membership of the commission. The Prime Minister has always been the chairman of the Planning Commission. He provides the needed close relationship with the Central Government. The composition of the planning commission underwent a substantial change and a number of Union Ministers were appointed as part time members of the commission.

The Administrative Reforms Commission in April 1967, recommended that the Planning Commission should work purely as an expert advisory body. Secondly, it suggested that no minister should be made as part time member. Thirdly, the Commission should submit an annual report to the Government on plan performance.

The chairman of the Planning Commission, the Prime Minister, attends only the most important meetings. The day-to-day work of the commission is looked after by the Deputy Chairman. There are different views regarding the appointment of the Deputy Chairman. One view has been that a minister should be the Deputy Chairman of the Planning Commission. The other view is that an expert in economic affairs should be the whole time Deputy Chairman. It was also suggested that the Chairman and the Deputy Chairman need not be political

Check Your Progress Questions

2) What are the main functions of the Planning Commission of India?
3) Examine the organization and structure of Indian Planning Commission

leaders. It should be purely some kind of an expert body and therefore the Deputy Chairman who attends to the day-to-day work should be an expert.

Economic Planning has political implication and therefore economic planning cannot be left only to the economic experts. A planning body should discuss economic issues in the context of political climate of the society. Experts and Ministers should sit together for the formulation of plans. The Planning Commission, therefore, should have both the Ministers and experts as its members.

The Planning Commission consists of the Chairman, one Deputy Chairman and 6 members. In addition to the members, Finance, Defence and Planning Ministers and also members.

9.1.3.3 Internal Organization of the Planning Commission

There are three types of branches in the planning commission. They are: General Branches, Subject Branches and Housekeeping Branches. The General Branches and the Subject Branches are of primarily technical nature whereas the Housekeeping branches are of administrative or secretarial nature.

9.1.3.3.1 General Branches

They carry out studies relating to plan as a whole but not to any particular sector. It co-ordinates the work of the various subject branches. There are twelve general branches, namely perspective Planning, Statistics and Surveys, economic, Socio-Economic Research, Plan Co-ordination, Programme Administration, Multi-level Planning, Employment and Man power planning, Monitoring and information, Project Appraisal, Scientific Research and Plan Information and Publicity.

Among the general branches the perspective planning branches are responsible for the formulation of long term plans. The other branches are concerned only with the work relating to the five year or annual plans. Programme Administration branch is also responsible to provide assistance to the Advisors in their day to day work regarding to co-ordinating of the planning efforts of the states with those of the Central Government.

9.1.3.3.2 Subject Branches

These branches maintain close contact with their counterparts in various ministries and the state government. In the words of Mr.S.R. Sen, the subject branches are responsible for collecting, processing and analyzing all relevant information required for the formulation, processing and evaluation of the policies

and programmes included in the plan. They also organize various research studies which are deemed necessary for the purpose of planning in their respective fields either on their own or through competent technical organizations in the country. There re fourteen subject branches like Agriculture, Land Reforms, Irrigation, Education, Communications, Power, Transport, Employment and Manpower etc.

9.1.3.3.3 Housekeeping Branches

The main branches are Administration, General, Co-ordination and Organization and Methods. These branches are staffed mainly by administrative or secretariat personnel.

9.1.3.3.4 Technical Divisions .

The main functions of planning commission are carried out in a number of technical divisions. The technical divisions perform the planning the following functions:

a) Scrutinized and analyze various schemes and projects to be incorporated in the plan.
b) Conduct technical studies and research on plan project and programmes.
c) Prepare study materials and report on the plan and
d) Follow up the progress of the plan projects.

There is a chief to each Technical Division who is a subject specialist. Each Division is staffed by both the senior and the junior research staff. The smaller ones among the Divisions are called sections.

There are four categories of Divisions namely, Co-ordination Divisions, General Divisions, Subject Divisions and Divisions concerned with the specific development programmes. Programming Administration Division and plan co-ordination section are the examples for Co-ordination Division. Economic, Finance and Research Division, Perspective Planning Division, Employment and Social Planning Division, are some of the Divisions which come under the General Divisions. Agriculture Divisions, and Education are some of the Plan information unit and Publication Branch Division are some of the Divisions which come under the Divisions concerned with the specific development programmes.

The plan evaluation work is carried out in the programme Evaluation Organization. It is guided by the programme evaluation Board. The programme evaluation organization is headed by a chief director.

9.1.3.3.5 Advisory bodies

To advise the Planning Commission on technical and general matters there are a number advisory committees. A number of technical committees called 'Panels' are there in the Planning commission. These Panels have representation both from officials and non officials having special knowledge and experience in the respective fields. These Panels provide technical advice. Besides the Panel of technical experts there is also a panel of economists and scientists.

The other important advisory committees functioning in the Planning Commission are the Committee on Plan Project and Research Programme Commission.

The Committee on Plan Projects was established in the year 1956 under the chairmanship of the Union Home Minister. The Minister for Finance is also a member of the committee. The Prime Minister in the capacity of chairman of the National Development council nominates two Chief Ministers as the members of the committee. The Union Minister concerned with a project under investigation is also a member of the committee. This committee from time to time sets up teams composed of technical personnel and eminent public men to undertake project studies.

Research Programmes Committee was set up in 1953 to initiate and encourage research on economic, social, administrative and political aspects or development.

9.1.4 The National Development Council

In the year 1952 it was set-up. In this also Prime Minister is the chairman. The members are all Cabinet Members of Union government, members of Planning Commission, Chief Ministers of the States and representatives of the union territories. By invitation other ministers can attend. A standing committee is there which consists of a few union ministers and chief ministers. The secretary of the planning commission is the secretary of the National Development Council.

National Development Council plays the major role of co-ordination. It co-ordinates union government, the Planning Commission and the State Governments. National Development Council is a forum for free and frank discussions. National Development Council reviews the working of National Plan from time to time. It considers the social and economic policy of the country, which affects the growth of national development.

National Development Council has no sanction of the Constitution of Parliament. So, it is just an advisory body, to the planning commission. In practice it has become the policy making body. National Development Council has become a super cabinet because of the role played by it.

9.1.5 The Committee on Plan Projects

National Development Council only suggested the set up of this committee in 1956. The Home Minister is the Chairman. The minister for planning, finance and Deputy Chairman of Planning Commission are members. Two Chief Ministers of States for every category and a central ministers of status (for the jurisdiction of the project) are members. And also Prime Minister nominates members. Joint Secretary of the Finance Ministry is its Secretary.

The Committee organizes investigation and inspections of important projects. It launches studies to evolve suitable form of organization. It further proceeds continuous efficiency audit of projects. Any other task is given by National Development Council is carried out by it.

9.1.6 Programme Evaluation Organization

This was established in 1952. This is assessed the working of community, Development and National Extension services. The members are a director, two deputy directors, eight research officers and the necessary staff. Apart from the head organization, those are field organization for this. This makes Programme Evaluation to make periodical evaluation of methods and results of Community Development.

9.1.7 Department of Programme Implementation

This was set up in 1985, to establish goal oriented management. Particularly to monitor anti-poverty programmes. This department is able to function through prompt action, computerized network.

The infrastructure monitoring of the department review all the physical performance particularly with reference to the targets of railways, telecommunication, shipping and ports, fertilizers, cement, petroleum and natural gas. All these play a pivotal role in the economic development of the country.

9.1.8 Five Year Plans

There are four socio economic objectives for planning in India. The main objectives are to increase and maximize production to provide employment to all,

and to reduce inequalities of income and wealth. Apart from the above objectives, providing social justice also finds a place.

The first Five Year Plan was launched in 1951-1956 with emphasis on agricultural employment and rehabilitation of refugees.

The Second plan which was between 1956 to 1961, concentrated on rapid industrialization.

1961 to 1966 was the third plan with stress on expansion of basic steel, fuel and power industries. Unfortunately 1962 and 1965 became war periods, so the concentration was on defence and development.

The fourth plan was from 1969 to 1974. This showed that there was the growth of national income, progress was seen in the attainment of equal social justice.

From 1974 to 1979 the emphasis was on the IVth plan's goals. This was the fifth plan.

The sixth plan 1978-1983 was by the Janata Government. It wished to reduce the disparity of income and wealth.

After the change of the political party in 1980-85. The Sixth five year plan continued under the congress government. It laid stress both on agriculture and industry, and increased the opportunities for employment.

1985 to 1990 was the period of Seventh Five Year Plan. It marked rapid growth in food grains production and employment.

The eighth five year plan was in the year 1992-1997. In between 1990 to 1992 there was political instability. So two years annual plans were passed. In the 8th plan. The objectives were employment generation, population control, universalisation of elementary education and eradication of illiteracy.

Coming to the Years 1997 to 2002, the wished to have the growth with equity and distributive justice. It laid emphasis on empowerment of women and growth of socially disadvantageous groups like Scheduled Caste and Scheduled Tribe.

At present that is 2002 to 2007, 10th plan is proposed to eradicate illiteracy, social justice, and so on.

There are different stages for Planning procedure in India. The first stage is in the hands of Planning Commission which prepares the plan.

In the second stage, the central and state ministries prepare their plans on the basis of allocation of funds.

The next stage is the third stage.

plan proposals from the ministries.

In the final stage, criticisms and suggestions from the public are received. Negotiations take place. Cabinet approval is sought. After the approval, it is sent to National Development Council for acceptance. And it is finalized by the planning commission. This is the major planning procedure.

9.2 CO-ORDINATION

9.2.1 Introduction

Co-ordination is one of the important principles of any organization. If there is no co-ordination the organization cannot function successfully and reach the goal. Even though staff may be very competent there cannot be the achievement of desired objectives without co0ordination. A battle may be lost if there is no-coordination among the various wings of Army. Co-ordination is a phase of the dynamics of administration.

Co-ordination is both positive and negative. It means positively to secure co-operation and team work among the employees in an organization, whereas negatively it means removal of conflicts and overlapping in administration ministration.

According to Neuman co-ordination is the "orderly synchronization of efforts to provide the proper amount, timing and directing of execution resulting in harmonious and unified actions to a stated objective". According to L.D. White "Co-ordination is a process causing disjunct elements to a concentration on a complex of forces and influence which cause the mutually independent elements to act together".

To put it simply co-ordination means making all parts of an organization work harmoniously. There should not be conflicts, should not be cross-purposes to achieve the defined goals. Co-ordination is a means only and not an end itself.

Co-ordination is very much essential to prevent conflicts. In all the organizations conflict may arise due to (1) ignorance of the employees of each other activities (2) a feeling in the mind of men in particular work think their work as most important, unmindful of the needs of other (3) The growth of empire building attitude among the units of the organizations.

Check Your Progress Questions

4) Define the term coordination and how it is useful for in an organization?

There are two types of co-ordination. (1) It is functional that is the activities of the individual working in an organization is co-ordinated. (2) It is the structural co-ordination. This co-ordinates the activities of different organizational units.

Both the above types are effected horizontally and perpendicularly. In the horizontal co-ordination established inter-relation between one section and another, between one branch and another, between one department and another. Perpendicularly co-ordination is established between one employee and his officer, he and to his next superior, between one section and a branch, between a branch and division.

9.2.3 Methods of Co-ordination

(1) Co-ordination at the organizational level can be achieved through several devices. For example, a unit called co-ordination unit can be established just for the purpose of co-ordination work. Co-ordination can be done through the standardization of procedures and methods. Another method of co-ordination can be achieved through department meetings and conferences. Finally co-ordination can be achieved through organization and methods staff.

(2) At the intra organizational levels, co-ordination can be achieved through the inter-departmental committees. Members of the different departments can be balled for conferences and meetings, among the officials.

(3) At the national level or at inter State level, in India, co-ordintion is achieved through Planning Commission, National Development Council and so on. The conferences or meetings of Governors, Chief Ministers and ministers to departments can be held together. It will encourage co-ordination.

(4) Some commons institutions like the universities, University Grants Commission and inter university Boards, Historical records commission, Social science research all can create and establish co-ordination.

Check Your Progress Questions

5) What is co-ordination? What are the hindrances for effective co-ordination

9.2.4 Automatic and Deliberate Co-ordination

Co-ordination may be a deliberate process or it may be an automatic happening. Generally human body is taken for example to automatic co-ordination. Automatic co-ordination requires an individual in highest authority to take the responsibility of co-ordination. But larger organizations it may not be possible to have this type because of the problems of Span of control. But in

is deliberately planned for achieving co-ordination. Co-ordination where deliberately planned has its own techniques.

9.2.5 How to achieve effective co-ordination?

First of all there must be the clarity of authority and responsibility. Because it will reduce overlapping and duplication of work. Frequent checking and observing of records is essential. It will help to trace the problems in inter linking. In all organizations communication must be effective. This will lead to proper decision-making. If the leadership is effective and proper co-ordination can be very easily achieved.

Co-ordination should not be forced by autocratic direction. It must be fostered by leaders within the value of participative management. Co-ordination must be a timely work. It must work in a balanced way. According to M.P. Follett co-ordination must be a continuous process, it must be direct between the persons immediately concerned. It must always start at the outset of the activity.

9.2.6 What are the hindrances to effective co-ordination?

Basically the expansion of activities of government and also the lack of delegation on the part of the higher authorities lead to ineffective co-ordination. Gulick points out some difficulties. The first one is the uncertainty of the future as to the behavior of the individuals and of people. Secondly knowledge, experience, wisdom and character are lacking among some leaders. They have confused and conflicting ideas. Third one is lack of administrative skill and experience. The last factor is lack of orderly methods of developing, considering, perfecting and adopting new ideas. Apart form this Secker-Hudson says the main difficulty is size and complexity, personalities and the role of political leaders and so on. The problem of increasing of specializations is also a cause for lack of effective co-ordination. Co-ordination suffers everywhere there is no human aspect.

9.3 DELEGATION

9.3.1. Introduction

The essence of scalar principle is Delegation. Scalar principle is a principle of integration. It binds the various units of an organizations. There is the chain of authority from top to bottom. So the Delegation is based on the scalar

authority by a higher authority to lower authority. It may be taken as devolution of authority. Subject to the control and supervision of superior authority, it is delegated to the subordinates. The subordinates have not direct authority form the law. But in practice sufficient authority has been given to every employee to enable him to complete his job. The Chief only has to make arrangements for the availability of that authority to the subordinates, without himself parting with it finally.

9.3.2 Need for Delegation:

The chief delegated his work. The Chief can devote his time and energy to a more important functions and decisions of the organization. The delegation process only creates e3ffective leadership. According to Mooney and Keily "the real leader finds it easy to delegate authority and is quick to do so whenever he perceives it necessary". The duty of the chief or manager is to build the character of sharing responsibility, and making the decision, among the subordinates. This is possible only if there is the delegation. It is training ground and develops educational value. To create loyalty identification and recognition, the subordinates must be partners in the exercise of power and authority. This increases morale and increases incentive to the subordinates. Delegation established flexibility otherwise rigid procedures delegation helps to adjust procedures, according to the situation needs.

According to L.D. White "circumstances of magnitude and volume, however require some delegation of authority, and the settlement of much business at the point where it crises". There are different types of delegation. Here we mean the degree of authority delegated. They are (1) Full of partial (2) Conditional or Unconditional (3) Formal or Informal. When complete powers are conferred on the subordinates or the agent, the delegation is full. But delegation will be partial if the agent is required to get advice and guidance an important points from the authority then it is partial delegation. When the action of a subordinate is subject to the approach of delegating authority and also subject to revision, it is conditional delegation. At the same time delegation may be unconditional if the subordinates are free to act, and there will not be any reservations.

Check Your Progress Questions

6) What is Delegation?
7) Bring out the need for Delegation and explain the need and limitations of Delegation.

Delegation is said to be formal if the delegated factors are embodied in written rules and laws or orders, but if it is based on understanding, customs and

conventions it is informal delegation. Delegation can not be formal or informal in total. It will be a combination of both.

What is based said to be formal if the delegated factors are embodied in written rules by laws or orders, but if it is based on understanding, customs and conventions it is informal delegation. Delegation can not be formal or informal in total. It will be a combination of both.

Based on the direction, delegation can be downward, upward and outward. It is clear that delegation downward means it is from a superior to an inferior. This is a common arrangement in all the organizations, whereas the delegation upward occurs where the delegator, delegates the authority over himself to a representative. e.g. Electorate delegating the authority to the legislators to rule over them. Delegation outward implies that delegation to an outside agency. It would not be subject to the direct control of the legislator.

Delegation may be direct or immediate or indirect and mediate. In immediate delegation no third party interferes in between the two parties of delegation. Generally delegation takes place direct only. In an indirect delegation, a third person will be there in between the two parties of delegation. E.g. given by Mooney is Presidential election through the electoral college.

9.3.3 Hindrances to Delegation

There are organizational hindrances and personal hindrances to delegation.

Organizational hindrances are :

1) Lack of Procedures and rules
2) Lack of means of co-operation and communication
3) Unstable and non repetitive nature of work
4) Geographical location and size of the organization.
5) Lack of clear knowledge of position, duties and responsibilities.

9.3.4 Personal hindrances

Generally the chief will have the egoism to keep power and not to delegate. They wish to take the entire credit for themselves and have fear of disloyalty on the part of the subordinates. Rather we can say lack of mental maturity on the part of the chief.

According to Pfiffiner 1) Persons who climb to the hierarched leadership have more egoism. (2) They always feel that other cannot make decision. (3) They feel that disloyal power centres will develop. (4) Strong, vigorous and highly motivated persons always feel that subordinates are slower in pace and

 ineffective in functioning.(5) The cultural heritage of man also decides the degree of delegation. (6) Political problems makes delegations difficult. (7) Eventhough there are hindrances, delegation cannot be avoided for the proper functioning of organizations.

9.3.5 General Principles of Delegation

1) Delegation must be specific and also it must be written.
2) Delegation should be made to a position rather than to an individual
3) Anlaysing the competence of subordinates, authority should be delegated.
4) Delegation should be systematic and well planned.
5) There should not be any misunderstanding for the subordinates regarding policies and regulations of the organization.

9.3.6 Limitations of Delegations

Delegation depends upon the native, circumstances and responsibilities, in the organizations.

The following powers are not delegated. (1) The supervision of the work of the first line of immediate subordinates (2) Financial supervisions, particularly expenditure sanction. (3) Rule – making power vested in the delegating officer. (5) Making of specified higher appointments (6) Hearing of appeals from the decisions of at least the immediate subordinates.

The retention of these powers in the hands of the chief is very much essential for the effective control by him over his subordinates.

9.4 Summary

This unit reveals types of planning, planning in India, function and organizations of planning commission, and also describes the coordination, types of coordination and what are the hindrances to effective coordination and etc. The Planning Commission was established in March 1950 by an executive resolution of the Government of India, (i.e. Union Cabinet) on the recommendation of the Planning Advisory Board constituted in 1946, under the Chairmanship of K.C. Neogi. Thus, the Planning Commission is neither a constitutional body nor a statutory body. In other words, it is a non-constitutional or extra-constitutional body (i.e. not created by the Constitution) and a non-statutory body (not created by an act of Parliament). In India, it is the suprement organ of planning for social and economic development. Co-ordination is a necessary pre-condition of all successful management specially in Government

administration due to multiplication of the tasks of Government organization and its many agencies. In the negative sense co-ordination means the removal of conflicts and overlapping in administration. In the positive sense it means the fostering of a spirit of cooperation and team work among the numerous employees engaged in the work of the organization. Newman defines coordination as "The orderly synchronization of efforts to provide the proper amount, timing and direction of execution resulting in harmonious and unified actions to stated objective."

9.5 Keywords

Coordination – Delegation – National Development Council

9.6 Answer for CYP Questions

For Question No.1.	Refer Section No.9.1.1
For Question No.2.	Refer Section No.9.1.3.2
For Question No.3.	Refer Section No.9.2.1, 9.2.6
For Question No.4.	Refer Section No.9.3.1
For Question No.5.	Refer Section No.9.3.2
For Question No.6.	Refer Section No.9.1.3
For Question No.7.	Refer Section No.9.2

9.7 Books for further reading

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2. Brecher, M., Nehru – *A Political Biography,* London, Oxford University Press, 1959.
3. Dr. Shriram Maheswari, Public Administration, Lakshmi Narain Agarwal, Agra, 2001.

9.8 Questions/Exercise

1) What is planning? Explain the nature and the types of Planning.
2) Examine the organization and structure of Indian Planning Commission.
3) What is co-ordination? What are the hindrances for effective co-ordination?
4) Bring out the need for Delegation and explain the need and limitations of Delegation.

Unit - 10

ADMINISTRATIVE BEHAVIOUR - COMMUNICATION, SUPERVISION, AND PUBLIC RELATIONS

INTRODUCTION

Communication has come to be recognized as the first principle of administration. Effective communication is vital to the successful achievement of agency objectives. Persons working for an organization will show greater devotion to it, take more interest in their tasks and develop a large measure of identification with it if they understand the objectives of organization, its policies and circumstances. An effective way to evoke a person's enthusiastic and active cooperation is for the head of the agency to take him into confidence. Millet is right in regarding communication as "the blood stream of administrative organization". Pfiffner considers it "the heart of management".

OBJECTIVES

Understanding the meaning, nature and importance of Communication.

Knowing the nature of supervision.

Analyze the important of public relations in public administration.

UNIT STRUCTURE

Communication

- Introduction
- Meaning and definitions
- Characteristics of Communication
- Features of Communication
- The Communication Process
- Communication Patterns:
- Communication Network:
- Types of Communication.
- Classification of Communication
    - Downward Communication
    - Upward Communications
    - Lateral Communication

Media of Communication

Barriers to Communication

Effective Communication

Supervision

Introduction

The nature and scope of supervision

Qualities of a good supervisor

Public Relations

Introduction

Definition of Public Relations

Legislative Relations

Press Relations

The techniques of learning public desires and aspirations

Contact between the officials and the public

Summary

Keywords

Answer for CYP Questions

Books for further reading

Questions/Exercise

10 COMMUNICATION

10.1.1 Introduction

Communication is the process of passing information and understanding from one person to another to bring about commonness of interest, purpose and efforts. It is the sum total of all things one person does when he wants to create understanding in the mind of another. It is a bridge of meaning. It involves a systematic and continuing process of telling, listening and understanding.

10.1.2 Meaning and definitions

Check Your Progress Questions

1) Explain the meaning of communication

The word 'Communication' has been derived from the Latin word *Communis* which means common. Communication, therefore, refers to the sharing of ideas, facts, opinions, information and understanding. It is thee transfer or transmission of some information and understanding from one person to another.

Pfiffner has rightly described it as "the heart of management". Millet says communication means "shared understanding of a shared purpose".

Peter Drucker has defined communications as "the ability of the various functional groups within an enterprise to understand each other and each other's functions and concerns".

A very simple and concise definitions of communication may be that it is a process of transmitting information, thoughts, opinions, messages, facts, ideas or emotions and understanding from one person, place or thing to another person, place, or thing.

10.1.3 Characteristics of Communication

The following are the characteristics of Communication:

(a) It is a two-way traffic-downward and upward. Messages, directions, opinions, etc. are communicated downward from management to workers. Likewise grievances, complaints, opinions, point of view, etc. are communicated upward from workers to the management.

(b) It is a continuous process conveyed through various media. Without communication, organization cannot exit.

(c) It is a short-lived process. It lasts as long as the other person understands the idea what of what is being communicated or being received.

(d) There may be numerous media of communication but the main purpose of conveying the message is the proper understanding of message by other party.

(e) Communication aims at achieving the objectives of organization by creating right type of responses.

(f) If dispels the misunderstanding between persons. In this sense, it provides for understanding between persons and thus makes a bridge of meaning between people.

10.1.4 Features of Communication

The features are as follows:

(i) It involves people.

(ii) It involves shared meaning.

(iii) It is symbolic,

(iv) It is two-way process.

(v) It is pervasive function, applying to all phases of management and to all levels of authority.

10.1.5 The Communication Process

Any communication involves

1. A *Sender* – who sends out the message.
2. A *receiver* - Who receives the message.
3. A *medium* through which the message is communicated. This message could be written oral or non-verbal.
4. *Message* – It is the physical form into which the information is encoded (the translation of the information into a series of symbols).
5. *Channel* – The mode of transmission of the message.
6. *Decoding* – The interpretation of the message by the receiver.
7. *Noise* – The refers to the factors that hinder effective communication.
8. *Feedback* – The receiver's reaction to the message send by the sender.

Check Your Progress Questions

2) Explain the process of Communication.

10.1.6 Communication Patterns:

Communication could be

a. Downward, when it flows from the superior to the subordinate.

b. Upward, when the flow is from the subordinate to the superior.

c. Lateral, when it takes place at peer level.

d. Diagonal, when communication takes place between a manager and members of other work groups, for instance, the production manager talking to a salesman.

e. External, when members of an organization communicate with people outside the organization.

Each of these patterns will enhance effective communication if

1. In downward communication, job instructions are clear, important points repeated and if the situation demands, by passing formal communication channels, thus minimizing role ambiguity.
2. In upward communication, relevant aspects of the information are sent, biases are detected and status difference is cut down.
3. In horizontal communication, an atmosphere of openness and trust is established.

10.1.7 Communication Network:

The five most common networks are:

1. *Chain* - where one person transmits information to another as per the chain in the organizational hierarchy.
2. *Wheel* – where one person can communicate with a number of other persons who do not communicate with each other.
3. *Circle* – where each of the individuals can communicate will all others.
4. *Inverted* – network where two people report to a boss who has two levels above the communication flows in the pattern shown below.
5. *All Channel* – where communication is transmitted through all channels.

10.1.8 Types of Communication

1. *Formal Communication* : There are usually written in black and white and derive their support from the formal organizational structure. These communications travel through the organizational hierarchy and are associated with the particular positions of the communicator and the recipient in the structure. Formal communication usually flows in three directions (downward, upward and lateral).
2. *Informal Communication*: The informal network of communication is based on social relations within the organization and cuts across rank of authority lines and follows any path – horizontal, vertical, diagonal and zig-zig. Two persons of different levels in the organization may be communicating with each other in way not formally charted out in the organization. Informal channels of communication are also termed as 'grapevine'. Grapevine is a powerful medium through which messages get transmitted medium through which messages get transmitted by word of mouth; acts, as an informal system through which information gets transmitted quickly and often in a distorted manner.

In an organization, a message must pass three tests:

1. It must be understood.
2. It must be believed.
3. It must be accepted.

10.1.9 Classification of Communication

Communication can be classified into three types namely:

1) Downward
2) Upward
3) Lateral

10.1.9.1 Downward Communication

In this type the message will originate at the top level of hierarchy. This message will be transmitted through various levels. It will reach the lowest level in the organization. Superior-subordinate communication is another term for downward communication. The delegation of authority from top level to the bottom is downward communication.

Let us see the purposes of these downward communication. This is used to give specific task directives about the job also. Organizational procedures and practices are informed through this. The rationale of job is clear through downward communication. The subordinates are informed about the performance of the work.

10.1.9.2 Upward Communications

As the term implies it is from the lower level to the higher levels of authority. This message may be in the form of proposals, reports, recommendations or suggestions. This may be called the subordinate-initiated communication. This type of communication is not very much welcomed by the superiors. The superior-subordinate relationship will be strained if there is too much of upward communications. So upward communication is ineffective due to a number of barriers namely inaccessibility of superiors, dilution at each level, the nature and attitude of the supervisor, the inferior status of the subordinates, and also our tradition.

10.1.9.3 Lateral Communication

As it implies, it is the communications at the same or equal level in the hierarchy. It is called as interactive communication by Fred Luthans.

Gerald Goldhaber has given causes for Lateral communications. The first purpose is Task co-ordination. This may be through the meeting of the heads of

the departments, to see how the goal can be achieved. Secondly it is Problem-solving. Members sit and discuss how they will handle a certain problem, thirdly information sharing. Fourthly it is method of conflict resolution.

Communication can be classified a) internal (b) external. The relationship between the organization and its employees is the internet communication. It establishes network of office. There should be a continuous reaching of communication from head office to the field and also from field to the head. Because to take any decision by the authority, it needs full information. That is why the communication has been described as 'nerve system' and 'blood stream' of organization. External Communication deals with the relations or organization with the people and other outside agencies. This may be called the public relations.

10.1.10 Media of Communication

Media of communication are of three types namely audio, visual and audio-visual. Audio media is conferences, interviews, and so on. Visual media comprises circulars, reports, pictorial forms and others. Audio-visual media is televisions, sound-motion pictures, and so on.

The conference method of communication has attained popularity in public administration. This method avoids delay, reduces red-tape and minimizes correspondence. According to Millet, the conference method

- i. enables to gain awareness of a problem.
- ii. helps in problem solving,
- iii. enables to gain acceptance and implementation of decisions,
- iv. promotes a sense of unity among the officials working in the organization,
- v. encourages an exchange of information among administrative personnel, and
- vi. helps in appraising personnel.

10.1.11 Barriers to Communication

The barriers to effective communication are as follows:

1. *Badly Expressed messages* : Often there is lack of coherence, inadequate vocabulary and inappropriate language. This leads to unnecessary clarifications, costly errors and misunderstanding. The *language or semantic problem* may also arise because different people interpret the

2. same words or symbols differently due to differences in their education, perception and background.
3. *Screening of filtering :* Successive transmissions of the same message are decreasingly accurate. At each level the message is screened by the receiver and only such information is passed further which gives a favourable impression of the sender. The premature evaluation of the communication distorts the messages.
4. *Inattention :* Sometimes, people fail to listen to the communication attentively. There may be lack of motivation to communicate due to poor facilities or delay in transmission.
5. *Unclarified Assumptions :* When the assumption underlying the message are not clarified, misunderstanding may arise between the sender and the receiver of the message.
6. *Resistance to Change:* Human beings by nature want to maintain the status quo. When the communication involves a change that seriously affects employees, they may not take the message seriously.
7. *Mutual Distrust :* Effective communication is impossible when there is lack of confidence and mutual understanding between superior and subordinates. Management should create an atmosphere of mutual trust and confidence to enable people to appreciate one another's point of view.
8. *Status and Position:* Subordinates may not disclose the facts fully because of the fear of the consequences of such disclosure. They may deliberately mislead the superior or may hesitate to seek clarifications due to the feeling that it will lower down their prestige.
9. *Complex Organization Structure :* Organizational distance between workers and top management inhibits a free and fast flow of information and ideas along the chain of command. Management must improve the organization structure to remove this barrier.

10.1.12 Effective Communication

According to Terry, the following eight factors make the communication effective.

a. Inform yourself fully.
b. Establish a mutual trust in each other.
c. Find a common ground of experience.
d. Use mutually known words.

e. Have regard for context.

f. Secure and hold the receiver's attention.

g. Employ examples and visual aids.

h. Practice delaying reactions.

To Millet, six factors are essential to make a communication effective. The communication should be:

i. Clear

ii. Consistent with the expectations of the receiver

iii. Adequate

iv. Timely

v. Uniform

vi. Acceptable

The newly developed Management Information System (MIS) has improved the organization communication. The MIS means the application of information technology to the communication process in organizations. It involves generating, processing and transmitting information. It assists the mangers in problem-solving, decision-making, and strategic planning.

10.2 SUPERVISION

10.2.1 Introduction

The term supervision means to 'oversee'. It may be defined as the authoritative direction of the work of the subordinates. It is what practically mean but this definitions is very authoritative. Supervision is not merely authoritative, but more than that Williamson gives a definition of supervision. "It is a process by which worker are helped by a designated staff member to learn according to their needs., to make the best use of their knowledge and skill and to improve their abilities so that they jobs more effectively and with increasing satisfaction to themselves and the agency. Supervisor will have more humanistic approach than technical approach.

The supervisor supervises the work of the immediate subordinates. Those who supervise the first line workers are called the first line supervisors., Then come the second line supervisors. This will go on till it reaches the head of the organization. Supervision hierarchy is also an important fact of the organization.

There are two types of supervision, that is Single Vs. Plural supervision. The principles to hierarchy and so also the unity of command stress that there can be only one supervisor for one subordinates. But when we analyse the different

categories of work it is very difficult to have only one supervisor. Because of the field of specialization, there comes different supervisors for different works. F.W. Taylor advocated plural supervision for industrial organizations. But modern theories stresses the need for unity for command. But supervision may be functional supervision, because specialist running the organization.

10.2.2 The nature and scope of supervision

This differs from organization to organization based on the work. All these are on the basis of supervisory responsibility of the level of supervision. For example supervision of production work is different from supervision of office work. Supervision at the higher level is less close than the supervision at the lower level, supervision requires higher ability, experience and fact.

There are three important aspects of supervision's work and equipment. The First one is technical, that is it needs familiarly with the know how of the work, secondly institutional, the familiarity with the policies and procedures of the institution. Thirdly human aspect, that is ability to deal humanly with the workers. All these various with the level of supervision and also the kind of work. And also the workers who are to be supervised.

H. Nissen narrates eleven major duties of a supervisor.

1) Supervisor must understand his duties, responsibilities and position.
2) The execution of the work is planned.
3) To divide the work among the subordinates and to direct and assist them in doing it.
4) To improve the work procedures and methods.
5) Technical expertise and leadership should be improved in the supervisor.
6) To train the personnel
7) Employee performance is evaluated.
8) To correct mistakes, solve employee problem and develop discipline.
9) The policies, procedures of the organization, the changes made should be informed to the subordinates.
10) He should be co-operating with his colleagues. He can also ask for assistance when needed.
11) Employees suggestions and complaints must be taken into consideration.

The supervisor should not merely point out defects but also suggest to improve the work and eradicate the defects. In dealing with the subordinates he

should not adopt too much of authority and rules and regulations., but human considerations must be there.

10.2.3 Qualities of a good supervisor

J.M. Pfiffner has given eight qualities for a supervisor. The supervisor to be a good man the following qualities are stressed. He must have the command of job content. His personal qualification is very much essential. He should have the teaching ability. In general outlook he should not have any bias. He should be a man of moral and ethical considerations. Apart from all these he should be courageous. Modern era requires him to have and know the administrative technology. He must be curious and intellectual to know everything.

In the modern democratic period the supervisor should not be an unmerciful and authoritative man. He must take the employees' consultation and co-operation. He must redress the grievances of the employees and help him in all the ways.

10.3 PUBLIC RELATIONS

10.3.1 Introduction

Our society is in need of public relations. The government servants must receive the public pleasingly and talk to them without mindful of his own opinions or his won feelings. Public Relations exists in all types of business community. We can say public relations were very popular in the private sector, to catch hold of the people for their business. It later spread to the public administration when the private became competitive. Under democracy people expect courteous behaviour from the officers. The complaints are listened to and taken care of.

10.3.2 Definition of Public Relations

There is no generally agreed definition for Public Relations. But consensus is there. Public relations comprise the following factors.

1) To understand about public wishes and aspirations.
2) It should advice the public about what they should think and desire and do in specific spheres of activity.
3) The relationship between the people and the public personnel.
4) Keeping the public informed about the performance of administrative agency is doing.

Check Your Progress Questions

3) Examine the nature and scope of supervision
4) Explain the qualities of good supervisor
5) Define Public Relation. Bring out its need and importance in organization

There are some factors which are not the public relations. For example propaganda, general informational activities of the administration, foreign

information service, and last but not the least is the internal communication and relations.

Public relations and publicity are closely related with each other. Generally both publicity and propaganda are confused with each other. The distinction is thin and distinct between these two.

Publicity is to disseminate knowledge of facts. Propaganda is just the opposite and is to influence the conduct.

Source of publicity is always known. But the source of propaganda is often veiled. And it is considered that it will give false information also.

Generally publicity has no sinister motive and serves the people. Propaganda will always tampers with public opinion.

In total in propaganda secretiveness, sinister motives and falsehood often enter. Hitler himself said in his 'Mein Kempf' propaganda must seize hold of some lie.

Government to retain the Public relations, collects information for the general use of the public. This information is in the form of census reports, weather and crop reports, labour statistics and so on. The general information does not relate to the activities of the government, but it simply provides the information, this will be of use to the activities of government.

Foreign information service is also not a part of internal public relations. That service is meant for international public and no internal public relations. It will interpret the policies and culture of the country, to the world.

Public relations also differ from internal intelligence and communication. The employees in the organization must know about the activities of government. This is not to approach the general public but to give the informations to the personnel working there.

Taking Public Relations and Publicity, there are not two different functions but two aspects of the same thing. Rather we can say that it lies in the technique of approach. Public relations deals with the individual, publicity deals with the people in mass. Some writer use the public relations in generic sense, and publicity is a branch of it.

Public Relations are concerned with not one general public, but with a number of. A writer says that except on the election day, the general public does not exist". But it is difficult to ignore the general public. Public relations generally

address themselves to those organized sections of the public. For examp Medical associations, Farmer's associations, pressure groups and so on.

The Legislature and the Press are the two 'publics' relevant to the administrative agencies. So relations with these must be taken care of. The relationship must be cultivated and conducted in a proper way.

10.3.3 Legislative Relations

In Parliamentary democracies, Administration has nothing to do directly with the legislature. Their contacts are through ministers.

Eventhough they have no directions, for any enquiry the administrator has to appear before the committees, to explain or answer any objections. For example Estimates Committee or Public Accounts committee. The jurisdiction of these committess are all pervasive. The man who appears before the committee must be well prepared with all answers., He must show accuracy and also courtesy. In case if there are enquiries, complaints or request from the individual members, it is also to be dealt with. All these require very careful attention. The other factor is the enquiries should be held within the shortest possible time. Even if they are unable to answer before the committee immediately, they have to give answer within 24 hours. The explanation given must be courteous, reasonably accurate and adequate neither too little nor too much.

10.3.4 Press Relations

Press only makes the public to get adequate information about governmental activities. Administrators needs its assistance for publicity. So Press relations are therefore most important part of public relations for the administration.

There are problems in the press relations. The first problem is getting administration allot free space in the newspapers for administrative news, communiqué and releases. The second question is to ensure fair comments, or to prevent malicious and false criticism. The last problem is to prevent premature leakage of information and also to avoid unfavorable publicity. And we can say that the value of the news only decide free space for advertisement.

Satisfactory conducting of press relations is a highly specialized job and it should be entrusted only to trained personnel.

10.3.5 The techniques of learning public desires and aspirations

To ascertain the public wishes and opinion, the first need is the careful scrutiny of newspapers. Particularly editorials, letters to the editor and so on. These may be no some aspects of public policy.

The second method is the so called service sampling. This may be non the basis of postcard ballots.

Thirdly it is the technique of public opinion poll. For this the example was Gallup poll devised by Dr. Gallup in 1934. This is the collection of public opinion form different reference groups.

Good pubic opinion can be obtained form the rank and file of the employees in the organization.

Lastly consultation with the various organized interests relevant to the administrative agency.

The public can be advised about what they should think, and desire about the administration. On vital matters administration should guide the public, for example safety, health, prosperity and convenience. They must advise the public how technically they can protect themselves from the illness or diseases. But tin this type of public relations, falsehood, political manovering should not come in the advice.

10.3.6 Contact between the officials and the public

This is not simply face to face relations. But proper attention is very much essential. The major problems in this relations, how the individual callers or public are invited by the government officials. We expect a natural way of reception to the public. The public are in need of some guidance, pleasing manners, not only there public appearance of buildings and equipment and also the off-duty contacts.

But it is even though exists in theory, in practice carried out by the officials. An enquiry on receptionist will be there in the organization buy Public did not go to him go directly into the office. The Refusal or causes for the refusal of communication should be given.

The individual public relations is suiting official ways and procedure, as maximum possible. A satisfactory procedure of dealing with complaints is another desideratum of good relation with individual members of the public. To have proper public relations, action taken must be communicated to the concerned individual.

Generally, bureaucrat is supposed to be blunt, curt, all of and even rude. These qualities must be eschewed in the bureaucrat who sits as a Public Relations Officer. The officials must remember that they carry the prestige and good name of the organization. Their personal character should also be of high reputation. They should see that they are not caught in public controversies.

10.4 Summary

This unit discusses the various aspects of communication, supervision and Public Relations so that suitable action can be taken to make it effective in the organization. It is an obvious fact that communication is such a vital part of each of us that it contributes heavily to the success or failure of every human activity. It is hard do name a human activity in which communication does not play an important role. But such a statement has to be even more true in formal organizations in which people assemble to achieve their common objectives through their coordinated efforts. Individuals in the organization may perform different activities but they are functionally interrelated. The working and maintenance of this relationship is possible only through communication which becomes a necessary element in human relationships by providing the foundation for human interaction. Communication, thus, may be regarded as basic to the functioning of the organization. In its obsence, the organization would cease to exist. Supervision, which is not inspected, is not done, is an old but wise saying. Inspection, overseeing and supervision arise in response to needs inherent in the functioning of an organization. Policy making, programming, budgeting and staffing, by themselves, may not necessarily lead to successful results unless there is someone to ensure that what has been programmed is actually being implemented. Moreover, the workers on the front line very often need guidance and advice. At times, they run into difficulties and need a helping hand to extricate them out of these. Every organization, public or private, thereof, provides for supervision as one of its most important tasks. Public relations, in the ultimate analysis, are nothing but personal contacts between public officials and individual members of the public. The average citizens judges the quality of administration by his contact with the petty officials. Hence, the emphasis on smart-looking receptionists, a broad smile on the face, habitual use of phrases like "Thank You', 'May I help you', and 'Any service for me", etc. Courtesy weeks, so often celebrated in our country, aim at similar results. One of the great demands on public officials in free India is meeting the constant stream of visitors

every day in the week. Political executives have to carry even a heavier burden on this score.

10.5 Keywords

Communication - Supervision - Public Relations

10.6 Answer for CYP Questions

For Question No.1.	Refer Section No.
For Question No.2.	Refer Section No.
For Question No.3.	Refer Section No.
For Question No.4.	Refer Section No.
For Question No.5.	Refer Section No.
For Question No.6.	Refer Section No.
For Question No.7.	Refer Section No.

10.7 Books for further reading

1. Williamson, M., Supervision – *Principles and Methods*, New York, Women's Press, 1950.
2. Laxmikanth, M., Public Administration for UPSC Civil Services Preliminary Examination, TATA McGraw-Hill Publishing Company Limited, New Delhi, 2005
3. Dr. Shriram Maheswari, Public Administration, Lakshmi Narain Agarwal, Agra, 2001.

10.8 Questions/Exercise

1. Explain the meaning of communication.
2. Examine the nature and scope of supervision.
3. Explain the process of Communication.
4. Describe the Nature of Communication.
5. Define Public Relation. Bring out its need and importance in organization.
6. 'Communication is blood stream of an organization' – Explain.
7. Explain the qualities of good supervisor.

Model Question Paper

Paper I – Administrative Organization and Management

Time : Three hours | Maximum :100 marks

Answer any FIVE Questions

All questions carry equal marks

1. Explain the characteristics of an ideal type bureaucracy.
2. Explain the managerial principles of Henri Fayol.
3. How do you assess good leadership.
4. Decision making is an complex as searching for a needle in the haystack (Herbert Simon) – Comment.
5. 'Communication is the blood stream of an organization' – Explain.
6. Explain rational – legal authority.
7. What are the methods of evaluating the efficiency of an organization?
8. Discuss the human relations approach in public administration.
9. Explain the different forms of organization with suitable examples.
10. 'Administration is the sum total of the behaviour of the members of an organization' – comment.

Model Question Paper

Paper I – Administrative Organization and Management

Time : Three hours Maximum :100 marks

Answer any FIVE Questions

All questions carry equal marks

1. Discuss the importance, nature and characteristics of Public Administration.
2. How does legislature control Public Administration?
3. What is formal organization? How does it differ from informal organization?
4. Analyze the modern theories of organization.
5. Explain the structure and the bases of departmental organization.
6. Discuss the importance of authority in organizational development.
7. How does motivation help in promoting organizational efficiency?
8. Describe the various tools of public relations.
9. Explain the important functions of Chief Executive.
10. Examine the nature and technique of Supervision.

Model Question Paper

Paper I – Administrative Organization and Management

Time : Three hours | Maximum :100 marks

Answer any FIVE Questions

All questions carry equal marks

1. Discuss the nature, meaning and scope of Public Administration.
2. Pointout the differences between Public and Private Administration.
3. What according to Gullick, Fayol, Urwick are the essentially important features of an organization?
4. Who is Chief Executive? Summarize the characteristic features of chief executive with an appropriate example.
5. Explain the significance of the concept : "Scientific Management" in the study of Administrative Organization".
6. Explain the importance of legislative control over Public Administration in India.
7. Distinguish 'Formal' and 'Informal' Organizations.
8. What are Government (Public) Corporations? Explain the role of Government Corporations in the present Administrative system.
9. Explain briefly as to what extent communication and Public relations are essential to the study of Administrative Organizations.
10. Define 'Authority' and discuss the indispensable features of Legal-Rational Authority.

Model Question Paper

Paper I – Administrative Organization and Management

Time : Three hours   Maximum :100 marks

Answer any FIVE Questions

All questions carry equal marks

1. Discuss the various approaches to the study of Public Administration.
2. Explain the basic principles of organization.
3. How does Legislature exercise control over Pubic Administration?
4. Describe the bases and the structure of government department.
5. Explain the bureaucratic theory of organization.
6. Bring out the important role of leadership in Public Administration.
7. How communication can be made an effective in organization?
8. What is O & M? Explain the techniques of O & M.
9. How does public relations important in organization?
10. Discuss the organization and functions of Independent Regulatory Commission.